

Mary V. Burnham

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"BILL NUMBER 8"

Being a Summary of the Employment and Social Insurance Act 1935,
as passed by the Commons, March 12, 1935.

On January 29, 1935, the Rt. Hon. the Prime Minister moved that the House go into Committee to consider the proposed resolution :

"That it is expedient to introduce a bill to establish an employment and social insurance commission: to provide for a national employment service: for insurance against unemployment: for aid to unemployed persons, and for other forms of social insurance and security, and for purposes related thereto: and to provide for such contributions as may be necessary to carry into effect the proposed legislation." (House of Commons Debates, Jan. 29, 1935, p. 305).

And with the introduction of "Bill No. 8," the Sixth Session of the Seventeenth Parliament of Canada in the twenty-fifth year of the reign of King George V began their consideration of the ways and means of providing the Dominion with its first measure of insurance against unemployment.

The Bill, considering its significance, made comparatively rapid progress in the Commons and was reported from Committee for third reading on March 8, 1935. Third reading was given in the Commons, March 12 with but three dissenting votes.

The Bill, as presented, comprises the Preamble (on which the claim that the Bill is within the competence of the Federal power rests), the title, a long interpretation section, and then breaks into five parts and three schedules:

Part I—Sections	4-9—re The Commission of Administration.
Part II—	" 10-14—re The Employment Service.
Part III—	" 15-38—Unemployment Insurance.
Part IV—	" 39-41—National Health.
Part V—	" 42-48—General.

Three Schedules:

1. First Schedule —Part I—Insurable Employment.
Part II—Excepted Employment.
2. Second Schedule—Part I—Weekly Contribution Rates.
Part II—Payment and Recovery of Contributions.
3. Third Schedule — Part I—Rates of Benefit.
Part II—Supplementary Provisions re Benefit.

Preamble. Discussion of the constitutional aspects of the measure while of major importance, cannot be dealt with in the limits of a summary prepared primarily from consideration of the Bill as a measure to stabilize employment and to provide social security during times of unemployment.

The principles enunciated in the Preamble, however, are of interest in setting forth the three bases upon which the claim of the Federal Parliament to legislate in this field is advanced. These are :

1. That Canada signed the Treaty of Versailles, and related Treaties as an independent signatory, and thereby agreed to accept the obligations imposed upon the signatories to "secure and maintain fair and humane conditions of labour for men, women and children both in their own countries and in all countries to which their commercial and industrial relations extend"; and that unemployment insurance being designed to protect labour falls within the purview of Canada's obligations under these treaties, and that this legislation therefore falls within federal jurisdiction under Section 132 of the British North America Act.
2. That it is essential for the "peace, order and good government of Canada" to provide for a National Employment Service and for Insurance against Unemployment; which it is urged, brings the measure again within the competence of the federal power, under Section 91 of the same Act.
3. That for the same reasons it is desirable to provide a national contributory fund for unemployment benefits "for the purposes of maintaining on equitable terms interprovincial and international trade",—which it is again argued, being a matter directly affecting interprovincial and international trade and commerce again brings it within federal jurisdiction under the B.N.A. Act.

BILL ESSENTIALLY AN EMPLOYMENT MEASURE

A careful study of the Bill indicates what seems to be but slightly emphasized in the public discussions of it, namely that it is essentially and primarily an *employment measure*, which carries within it, provisions for a system of unemployment insurance.

Commission Administering. The Bill contemplates entire administration of the measure being entrusted to an "Employment and Social Insurance Commission" consisting of a Chief Commissioner and two assistant Commissioners, appointed by the Governor-in-Council for a term of ten years, and eligible for re-appointment up to the age of 70 years in each case. (Part I, Sec. 4 (1), 5 (1) (2).)

The measure is essentially a co-operative, contributory measure with employers and employees primarily making equal contributions, and the public treasury contributing a sum equivalent to 20% of these joint contributions, and meeting administration costs. This concept of two major parties to a contract is evident in the constitution of the Commission, one Commissioner to be appointed after consultation with organizations, representative of employers, and one after similar consultation with representatives of workers. (Part I, Sec. 4 (2)). While the Government, of course makes all three appointments it more particularly assumes entire responsibility for the Chairman's.*

In addition, in order presumably to protect the operation of the measure against considerations of practical, political expediency, an *Advisory Unemployment Insurance Committee* is to be set up, consisting of a chairman and four to six other members (Part III, Sec. 36 (1) and 37 (1)) one of whom in the course of the debate, the Prime Minister

* (House of Commons Debates, Feb. 18, p. 999).

stated would be a woman. *This Committee is to be appointed for an initial period of not more than 5 years, and thereafter for terms of not more than 5 years. At least two of the four, or four of the six are again to represent employers and employees.

Upon this Committee, will rest primarily the responsibility of assuring that the sufficiency of the Insurance Fund proper will be maintained.

The Commission, the Advisory Committee, and Local Committees for advice and assistance will thus constitute the administrative machinery, charged with this first Canadian experiment in combatting unemployment dependency. Its personnel in the community will turn about the employment and insurance officers, but in addition a system of Courts of Referees and Umpires is provided for adjudication of all claims in which any uncertainty may exist, the Referees again to be representative of the two major groups concerned,—the employers and employees.

Employment Services. Varied responsibilities are placed upon the Commission in different sections of the Act, but the first duty placed upon them is most definitely that of the immediate organization of an employment service for the Dominion of Canada.

The clauses of the Bill clearly contemplate the organization of this Service as directly an administrative responsibility of the Commission, who will break the country into regional divisions for employment services with local offices and with one central clearing-house office, within each regional division. The Commission may also provide for co-ordination of the services of all offices within each regional area, and further co-ordination of services as between one regional division and another. (Part II, Sec. 10, 11). The Commission may establish local committees, again representative of employers and of workers, advisory to any central or local office. (Part II, Sec. 13). This will involve the repeal of the Employment Services Co-ordination Act 1919 (C. 57, R.S.C. 1927). (Part V, Sec. 46).

Upon the Commission is laid the responsibility of collecting information as to employment openings and as to workers seeking employment. (Part II, Sec. 12 (1)).

Failure by any person to provide written returns of such information upon the Commission's request will render such person liable to penalties prescribed in the Bill (Part II, Sec. 12 (2)).

The greater part of the Bill (Part III) is devoted to the discussion of unemployment insurance for the workers, classified as eligible for admission to insurance at this time, and this fact appears to have deflected public opinion from full realization, that, as already indicated, the Bill is primarily an employment measure.

Re-training and Re-employment. Fundamentally related to the concept of "finding employment first" for the unemployed is the requirement that the Commission shall undertake investigations and recommend to the Governor-in-Council, proposals for providing, "in co-operation with educational authorities and institutions or otherwise, either generally, or in certain areas or for any class or classes of such persons,—

* House of Commons Debates, Feb. 21, 1935, p. 1146.

- (i) physical and industrial training with a view to maintaining or increasing their industrial fitness, skill and efficiency, or enlarging their knowledge of the industry in which they normally seek employment, or
- (ii) training and instruction in some occupation, trade or handicraft or
- (iii) employment in any work, having regard for their capacity, training and experience, with a view to rehabilitating them for regular employment. (Part I, Sec. 7 (c)).

These clauses would appear to embrace recommendations along lines so comprehensive as to be interpreted as possibly including any type of activity providing physical training, recreational, occupational, and other activities, under either provincial or local auspices, or public or private enterprise, or if deemed practicable directly organized by the federal power. (Part I, Sec. 7 (1) (c) (i) (ii) (iii)).

Obviously, the re-training plans will require careful prior investigation and adjustment to assure that this training given to idle men will fit them to enter occupations, offering real employment opportunity. In other countries some such schemes have broken down because they equipped the unemployed for industries already overcrowded and so aggravated their own problem.

Advances to Workers. Related to this same principle of emphasis first on employment is the provision which authorizes regulations providing advances by way of loan towards the expenses of workers travelling to places where work has been found by an Employment office. It is assumed that existing provisions under present legislation will be continued, which authorize special transportation rates for such workers. While the measure does not so stipulate it is broad enough to allow regulations similar to those in force in some other countries, authorizing loans for the movement of the worker's family, and such purposes, etc.

All monies so advanced are to be repaid by the worker, and in case of default will be legally recoverable (Part I, Sec. 14 (1) (2)).

Possible Relief Clauses But not only are the organization of employment and the covenant to find work absolutely essential preliminaries to entrance upon any plan of unemployment insurance. The proper organization of direct relief measures to protect the uninsured as well in times of unemployment cannot wisely be left out of consideration in any plan to devise social security for the worker, and will directly affect the successful functioning of any insurance plan.

Section 7, Part 1, of the Bill contains clauses, the significance of which, in relation to the development of employment opportunity and the protection of the unemployed would seem inescapable.

Plans for Assistance to Excepted Classes. By this Section, the Commission in addition to its other duties (i.e. organization of Employment Services under Part I and of Unemployment Insurance under Part II) is to make proposals to the Governor-in-Council for

- (1) Making provision for the assistance during unemployment of persons ordinarily employed in any of the Employments

excepted from the operation of Part III of this Act" that is, in the occupations, in which workers are not eligible for admission to unemployment insurance, (Part I, Sec. 7 (b) (i)) and for

*Assistance in
Special
Need.*

(2) Making similar provision for the assistance during unemployment of persons, "ordinarily employed in insurable employment but who for the time being are not entitled to unemployment insurance benefit under this measure," that is for the provision of assistance of some kind for those whose insurance benefits have become exhausted or who, for other reasons are not presently eligible for insurance benefit—that is the very considerable group whose inclusion in the post-war years in the British insured benefit group, on the insured basis, caused the threatened collapse of the British scheme in 1931, and brought about the new Unemployed Assistance system of 1935. (Part I, Sec. 7 (b) (ii)). The Insurance Fund is to be protected against such a danger by these provisions.

The recommendations which the Commission may make under this head may include proposals for

- (1) the establishment of savings or any other funds derived either wholly out of the contributions made by such persons or any of them while in employment or
- (2) partly out of contributions so made and partly out of contributions made by the employers of such persons, or
- (3) any other plan of assistance. (Part I, Sec. 7 (2)).

*Assistance and
Insurance
Distinct.*

But the recommendations for the establishment of any fund to apply to these groups "shall be made on the basis that any such fund shall be maintained wholly distinct and separate from any other funds." (Part I, Sec. 7 (3)).

It would appear, therefore, that the Bill really contemplates giving the Commission power to recommend to the government, savings funds or direct assistance or relief plans and projects for

- (1) unemployed persons from non-insured occupations,
- (2) unemployed persons, from insurable groups, whose insurance benefits have expired but,

(possibly, with British experience in mind) with obligatory insistence that no such plans shall in any way confuse any such special reserve or direct subsidy funds, voted for assistance or relief, with the Insurance Funds.

In other words, the Commission may recommend measures to the government even for direct relief to the unemployed, either uninsured, or insured; it may recommend joint reserve or savings funds of any kind, on any joint participating or non-participating basis, but such recommendations *must always keep such relief or assistance funds absolutely distinct from insurance funds.*

The anxiety for so safeguarding any such assistance or relief measures from confusion with insurance benefit is further evidenced in the

requirement that any recommendations made by the Commission in respect to these groups must also be reviewed and reported to the Governor-in-Council by the Unemployment Insurance Advisory Committee also provided for in the Bill (Part I, Sec. 7 (4)).

Unemployment Insurance Extensions. The ultimate extension of this initial measure of insurance, now being provided, is evidently contemplated, if and as found practicable, for the Commission is also to report proposals to the Governor-in-Council for providing unemployment insurance for those in employments, presently excepted, either by extending to them the provisions of the present measure, modified as may be necessary, or "by special or supplementary schemes." (Part I, Sec. 7 (1) (a)).

Considerable flexibility is also provided by subsequent clauses in Part III of the Act which empower the Commission to interchange groups of workers between the insurable and excepted classes where anomalies might otherwise arise (Section 15, p. 9 below).

UNEMPLOYMENT INSURANCE

(PART III)

*Nature of this
Aspect of Act.*

This is naturally, the most extensive section of the Bill, and must be recognized fundamentally as an insurance as distinct from a relief measure. As such, the measure is really comparable in principle to an ordinary insurance policy, in that it provides for the payment of certain stated sums, by specified parties, under certain stipulated conditions, and then, if and when these certain contingencies arise, it further provides continual benefit payments accruing to the insured, within the tenure of the contract.

Obviously, therefore, any such system must be actuarially sound, and the benefits payable must be calculated upon such premium contributions and stipulated conditions as will make the contractual payments possible in the event of certain assessable contingencies arising.

*Excepted
Employment.*

In an endeavour to establish a sound initial actuarial basis, certain occupations are listed as the "excepted classes" because employment in them is either so casual or intermittent as to place them beyond the actuarial limits of the present plan, or on the other hand because definite benefits are already assured to workers in these classes (e.g. the civil service) or other special conditions prevail (e.g. workers in financial firms, etc.) Certain of them would also offer almost insoluble administrative difficulties.

These excepted employments are listed as (First Schedule, Part II).

- (1) Agriculture, horticulture, and forestry.
- (2) Fishing.
- (3) Lumbering and logging*, exclusive of the sawmill, planing mill, and shingle mill industries.
- (4) Hunting and trapping.
- (5) Transportation by water or by air, and stevedoring.
- (6) Banking, mortgage, loan, trust, insurance or other financial business.
- (7) Domestic service, except where employment is in a club, or in any trade or business carried on for the purposes of gain.
- (8) Professional nursing of the sick, or employment as a probationer undergoing nursing training.
- (9) Teaching, including teachers of dancing and music, whether in schools, colleges, universities, or institutes, or in a private capacity.
- (10) The Permanent Active Militia, Canadian Navy, Air Force, or Royal Canadian Mounted Police.
- (11) The Public Service of Canada, pursuant to the provisions of the Civil Service Act* or in the Public Service of a province or of a Municipal authority, if the employment is certified to the Commission as normally permanent in character.
- (12) Commission agents, within specific classifications laid down, but generally where "the person so employed is mainly dependent for his livelihood on his earnings, from some other occupation" or his employment under no one employer or employers is that on which he is mainly dependent for his livelihood.
- (13) Employment at other than manual labour, at a remuneration, exceeding \$2,000.00 per year, or if part-time, at such rate as to be equivalent to that annual payment for full-time service.

* House of Commons Debates, Feb. 12, 1935, p. 789.

In Committee, it was suggested that in parts of Canada where logging extends throughout the whole year, special provision should be thus made.

* i.e. permanent staff.

(An exception is made in this class in respect to an insured contributor who may pass into this group, if he has been previously an insured contributor for not less than 500 weeks—a provision probably devised to protect the low paid wage-earner in this class from loss of insurability upon promotion to a higher wage, or upon retirement to part time employment at an equivalent wage to what he has been earning).

- (14) Casual employment, other than for the purpose of the employer's trade or business, i.e. outside the regular work for which the employee is retained.
- (15) Employment, specified by the Commission, as of a subsidiary nature ordinarily, and not a principal means of livelihood (what might popularly be described as a "side line" carried on by a person ordinarily otherwise employed).
- (16) Employment in the service of the husband or of the wife of the employed person e.g. a woman employed in her husband's store.
- (17) Employment for which no wages or other money payment is made, where the person employed is the child of, or is maintained by the employer.

Numbers Affected in Canada. *Out of a total of 2,566,001 total employees in Canada, as of June 1, 1931, the total number so excluded would number 864,187, of whom 611,404 would be male and 252,763 female workers. Of these men,

200,468	would be in	agriculture,
10,379	" "	fishing and trapping,
41,480	" "	logging,
57,627	" "	finance,
301,450	" "	miscellaneous occupations, and in occupations of an excluded nature (part time, etc.) in insured industries.

Of the female workers,—

24,822 were in finance, and
227,941 in the miscellaneous category, etc. *

Insurable Employments. Employments insurable under the Act include all other but these excepted employments and are generally set forth in the Act (First Schedule, Part I.) as :

- (1) Employment in Canada, under either written or oral contract (expressed or implied) of service or apprenticeship, whether the employed person is paid by the employer or some other person, whether under one or more employers, and whether on a time or piece work basis, or on both, or "otherwise".
- (2) Employment under the Dominion, or a province, with the province's concurrence, or under any municipal or other public authority, if the employment be of a nature not excluded by special order of the Commission (and, of course, of a type not in the excepted groups: for instance this clause would allow the insurance of a temporary employee in certain lines of government service).
- (3) Employment, in whole or in part outside of Canada, for any special work, by persons insured when in Canada, and for an employer with business in Canada, provided that this employment were otherwise in the insurable category in Canada, (subject of course to conditions, exceptions, etc., laid down by the Commission.)

Total Insurable Employment. Under these categories, on the census basis of June 1, 1931, 1,701,834 employees — 1,406,930 males and 294,904 females — will be eligible for insurance.

* The Prime Minister speaking—House of Commons Debates, Feb. 12, 1935, p. 790.

Enlarging or Restricting Excepted Employments. In addition, however, the measure proposes a fair range of flexibility in that Section 15 (2) empowers the Commission, by regulation,

- (a) To provide for the inclusion of persons employed in insurable employment among the classes in excepted employment, or
- (b) Vice versa, to provide for the inclusion of persons in excepted employment, in the classes in insurable employment.

where anomalies might otherwise arise because the terms, conditions, and nature of the work performed by any class of persons, employed in an excepted employment, might so closely approximate those of persons employed in an insurable employment.

Section 15 (3) also contemplates the flexibility necessary in a field of legislation, experimental as far as Canada is concerned, in that it also empowers the Commission, by regulation, to add groups within any employment to the *excepted* employment classification, if their employment within any week is of such inconsiderable extent as to justify such action.

Insurance Begins at 16 Years. Subject to these provisions, all persons, 16 years of age and upwards, engaged in any of the insurable employments, shall be compulsorily insured against unemployment need, in the manner provided in the Bill.

Exempted Persons. However, even with due provision made for the exception of whole classes from the insurance plan, and the above provision for interchange of groups from insured to excepted classes and vice versa, additional provision is required for exempting persons, otherwise insurable from compulsory inclusion in the scheme.

These *exempted persons* must not be confused with *excepted classes* for they are persons normally engaged in insurable employment but recognized under the Act as justly entitled to claim exemption from its operation. Exceptions are made for whole classes under the Statute or by the Commission. Exemptions are granted only to individuals.

Such exemption may be granted upon application to the Commission (and certification by it), to any employed person who :

- (1) proves that he is in receipt of an income or pension, of annual value of \$365.00 or more, quite apart from his earned income, or wages. (Presumably in order to protect the ordinary employee against preferred employment being given to a worker, exempted from the compulsory insurance clauses of the measure (See p. 9 above, Part III, Sec. 16), the employer must make the same contribution to the Fund in respect to any such exempted employee, as he would otherwise be required to make. (Part III, Sec. 17 (5) ;
- (2) proves that the occupation in which he is employed does not ordinarily extend over more than twenty-four weeks in any year, and who is not otherwise ordinarily employed in any other occupation (presumably in his "off" season) which is insurable employment.

(This is designed to exempt from compulsory payment of insurance, persons with little hope of ever drawing benefit, because they would likely be unable to fulfil the conditions of 40 contributions in two years).

- (3) proves that he habitually works less than the ordinary working day, (presumably the person on part time occupation, by choice). (Part III, Section 16).

Basis and Amounts of Contributions. Once these various distinctions as to insurable employments and groups are agreed upon, the matter of insurance becomes almost entirely one of actuarial considerations, in order to establish the amount of premiums and the relative distribution of responsibility for their payment, so calculated as to render certain benefits, in the event of unemployment. The amount of benefits in turn will depend also upon the averages of employment and unemployment in various occupations.

Contributions. The Act provides for payments, essentially contributory in principle, to be contributed by the employer, the employee, and the state represented, (in this measure), by the federal power.

The contribution in respect to each employed person is to be made in the first instance by the employer, who is to pay both the contribution for which he is liable, and the contribution of each of his employees, insurable under the Act. The employer may then recover the contributions made by him, on behalf of such employees, either by wage deductions, or otherwise as may be found practicable. (Part III, Sec. 17 (1) and (3)).

Where contributions may be made in error, provision is made for their refund to the employer and employee (subject to deduction of any unemployment benefit paid in the meantime), if proper application is made within one year from the date of payment of such contributions. (Part III, Sec. 17 (6)).

Partial Week to be Covered. Contributions for the full week must be made during the whole, or any part of which an employed person has been employed by an employer, but where an employee is working for more than one employer, only one such payment shall be made, and ordinarily, unless otherwise covered by special regulation, the first person employing the workman in each calendar week shall make the payment. (Second Schedule, Part II (1) (5)).

Where the payment for services is not in wages or other money payment, the employer must also pay the contribution both for the employee and himself and may not recover by deduction or otherwise any such payment made by him. (Second Schedule Part II (7) (8)).

The Bill specifically states that the contributions deducted by the employer for payments shall be deemed trust funds in his keeping for the purpose of paying these contributions (Second Schedule, Part II (9)).

Rates of Contribution. Contributions are assessed equally on employer and employee. The rates of the contribution to be made by every employed person and every employer are set forth in the Second Schedule to the Act as :

Per Week:

The "calendar week" used throughout the Act extends from midnight one Sunday to midnight the next Sunday and thus comprises 6 working days. (Second Schedule Part II, Sec. 10).

(1) Workers 16 to 17 years of age:

(a) For every Employed girl 16 to 17 years of age,
6 cents payable by the Employer,
6 " " Employee.

(b) For every Employed boy 16 to 17 years of age,
7 cents payable by the Employer,
7 " " Employee.

(2) Workers 17 to 18 years of age:

(a) For every Employed girl,
9 cents payable by the Employer,
9 " " Employee.

(b) For every Employed boy,
11 cents payable by the Employer,
11 " " Employee.

(3) Workers 18 to 21 years of age:

(a) For every Employed young woman,
15 cents payable by the Employer,
15 " " Employee.

(b) For every Employed young man,
18 cents payable by the Employer,
18 " " Employee.

(4) Workers over 21 years of age:

(a) For every female worker,
21 cents payable by the Employer,
21 " " Employee.

(b) For every male worker,
25 cents payable by the Employer,
25 " " Employee.

Means of Payment. Under regulations to be issued by the Governor-in-Council contributions are to be paid by "unemployment insurance" revenue stamps, to be recorded in "unemployment books" or "unemployment cards". (III Sec. 18 (1)).

(The Commission is empowered to make regulations providing for the payment and collection of these contributions, the frequency and method of collection, entries, and recording of payments, of benefits, etc. (Part III, Sec. 18 (2)).

All revenue from the sale of these stamps is to be deposited by the Minister of Finance in the Bank of Canada to the credit of the Commission in "The Unemployed Insurance Fund". (Part III, Sec. 35 (1)).

The State's Contribution.

(1) Twenty Per Cent of Contributions.

From sums of money provided by Parliament, the Minister of Finance is to deposit in the Bank of Canada, from time to time, to the credit of the Commission, an amount of money equal to one fifth of the aggregate deposits of employers and employees contributions for the same period of time, less the deduction from the latter of any refunds made to the Fund under the Act. (Part III, Sec. 35 (2)).

(2) Entire Administration Costs.

The entire cost of administration of the Fund including all salaries and other expenses is to be paid directly from funds voted by the Parliament of Canada. (Part I, Sec. 8 (3)).

In Great Britain administration costs have "run" roughly 12½% of the total of the Fund.

Probable Fund. The Chief Actuary of the Dominion Insurance branch estimates that on the basis of data covering employment in Canada from 1922-30 the average annual income of the Fund (employers, employees, and State's contributions) would be about \$42,000,000.00*; administration costs would be added to this, and have been variously estimated at \$5,500,000.00 to \$6,000,000.00 per annum.

Mr. Hugh H. Wolfenden, in a special actuarial report submitted on the whole measure and working from the same data as Mr. Watson includes also an analysis of the relative distribution of costs.

Somewhat general calculations estimate that if the administrative costs are 15%, this will make the Dominion's contribution 29 1/6%; if these mount to 20%, the State will contribute exactly one third.

Condition of Benefits. An applicant for unemployment benefit under the measure must have been employed for not less than 40 full weeks, (and contributions in respect of him have been paid as actually working during this period) during a period not exceeding two years, immediately preceding the date on which the claim is made. (Part III, Sec. 20 (1)).‡

Of course, if the worker accumulates 40 contributions in one year, or in a year and a half, he is earlier eligible for unemployment benefit, if unemployed. The measure does not mean that his 40 payments must be spread over 2 years; it gives the worker two years in which to make these 40 payments.

If, however, within this two year period the worker can prove that for any part of that time he was incapacitated by ill-health, or working in an excepted employment, or in business "on his own", he is given, in addition to the two year period prescribed above, such additional length of time as what he has thus lost, as may be necessary in which to make these forty contributions up to a period altogether of four years. (Part III, Sec. 20 (3)).

This is designed to protect the worker, say with thirty weeks contributions accumulated in eighteen months, who then finds himself laid up with illness for eight or nine months; or, who, becoming idle, may find a chance to work in an uninsured employment for several months. In such cases, by virtue of this clause, this man may return to his insured employment, pay contributions when employed therein again, and if paying 40 within the total period of not more than 4 years, be entitled to benefit. This extension of time, however, is to be allowed

* Actuarial Report 1935—(1) Watson, p. 8; (2) Wolfenden, p. 22.

‡(Another Section of the Act—Second Schedule Part II S. 1 provides that when an Employee shows that he was unemployed for any days within any week, in a period of five years preceding his application for unemployment benefit, and yet that his Employer made contributions on his behalf covering those days, he (the Employee) shall be entitled to a refund of these contributions, at the same time as he makes application for the first payment of unemployment benefit. Therefore, the 40 full weeks required as elapsing before payment of benefit is admitted must be exclusive of any days for which such refund is allowed.

For instance, a man might be unemployed 2 days in one week, 3 days in another, 1 day another spread over a period of years and yet he and his Employer both might make contributions, covering these days to the Fund as if he had been at work.

Then following on this period, within the next two years he might become unemployed, and on proof of 40 full weeks' contributions, he would be entitled to unemployment benefit, but also to a refund of contributions for these 6 unemployed days, scattered through the preceding years, and on which he had paid contributions, but in computing his 40 full working weeks, no time can be included as working days, on which he was not working, even though he might have paid contributions to cover them).

only against the period actually accounted for by absence from ill health, employment in an non-insurable occupation, etc.

(Otherwise, however, even though contributions may have been paid for him, no time in which he was not bona fide employed in insurable employment or in which he was exempt from the provisions of the Act may be counted in calculating these forty paid up contributions. (Part III, Sec. 20 (7)). This clause would operate to prevent misuse of the Act by payments for three or four weeks, or any period, of premiums while men were really unemployed, in order to bring their qualifying total up to 40 weeks and make them eligible for unemployment benefit).

Qualifying Period. The applicant for benefit must file his claim in the first instance with one of the regional insurance officers, who are to be appointed in the various districts (Part III, Sec. 30 (1)). He must prove that from the date of his application he has been continuously unemployed, but *upon his initial application no benefit will be granted until or unless he has been continuously unemployed for nine days.* (Third Schedule Part II,1). This period of initial unemployment, in which it is presumed in most schemes that the average workman should be able to "carry himself" is popularly described as the "waiting period".

However, this initial waiting period of nine days is not necessarily nine consecutive days; it may be scattered over broken periods of employment, if these occur within a period described as "continuous unemployment".

Any three days of unemployment, whether consecutive or not occurring within any six consecutive days and any two such recurring periods, if not separated by more than six weeks of employment may be accumulated to afford this period of "continuous unemployment" as defined in the Act. (Part III, Sec. 20 (4)). Such a feature renders eligible the worker, recurringly idle part of each week, if he is not employed more than three full days in the week. It also operates to encourage men, unemployed and in receipt of benefit, to accept short periods of days or of weeks of work which may promise three or four weeks employment only. In such cases, having once qualified by the nine initial waiting days of unemployment, the "six weeks bridge" provision allows the workman to take employment for broken periods, up to six weeks' employment, but to qualify for benefit again, within that benefit year, up to the total benefit accruing to him by virtue of his payment of 40 or more contributions in the past two years.

Must be Employable and Available. To qualify for benefit the applicant, in addition to these requirements of 40 weeks' contributions, and 9 days of continuous unemployment must be capable of and available for work, but unable to obtain suitable employment. (Part III, Sec. 20 (1) (iii)). The three statutory conditions (i.e. number of contributions, proof of continuous unemployment, capacity for work but inability to obtain it) must be met and satisfied continuously during the waiting period and while in receipt of benefit. In addition he may be disqualified at any time on additional proof on the undernoted grounds, but here the onus of proof is not on the worker but on the official of the Commission. To disqualify an applicant, on these grounds the officer must prove that the former,—

- (1) after a suitable vacancy has been notified to him by a recognized agency has without good cause refused or failed to apply, or refused to accept such situation when offered.
- (2) has neglected to avail himself of an opportunity of suitable employment,
- (3) has refused or failed without good cause to carry out written instructions of a reasonable nature given him by an employment officer to assist him in finding suitable employment. (Sec. 21 (b)).

Conditions of Employment. However, the applicant is not to be disqualified if he has declined to accept :

- (a) employment arising out of stoppage of work, due to a trade dispute (i.e. as a 'strikebreaker', etc.)
- (b) employment at lower wages or on less favourable conditions than those which would appear reasonable, having regard to his habitual earnings or what he would have obtained had he continued to be employed.
- (c) employment in his usual work at lower wages or less favourable conditions than those recognized in existing agreements between employers and employees, or where there is no agreement by those generally recognized by good employers.

But the measure contains a proviso that providing wages and working conditions are comparable and that a reasonable interval has lapsed, employment in other than his usual line of employment shall not be *ipso facto* deemed unsuitable employment under these qualifying clauses.

However, if acceptance of the employment offered would forfeit the right of the worker to become, to continue, or to refrain from becoming a member of or to observe the lawful rules of any workers' organization, etc., he shall not be disqualified for receipt of benefit for declining to accept it.

Loss of Work during Trade Dispute. On the other hand, unemployment benefit will not be paid to a workman arising out of unemployment due to a trade dispute, during the time of any stoppage of work so caused, unless it is shown that during such stoppage, he has become bona fide employed elsewhere in his usual occupation or regularly engaged in some other work, (Part III, Sec. 21 (a)), or unless he proves that he is not participating, financing or directly interested in the dispute causing the stoppage, or does not belong to the particular branch of workers, employed at his plant, concerned in the dispute, (Sec. 21 (a) (i) (ii)).

Loss of Work due to Misconduct, etc. Nor shall a worker be entitled to benefit if he has been discharged for misconduct, or leaves voluntarily, without just cause (Sec. 21 (c)); or while an inmate of a public institution, supported wholly or partly out of public funds, or while resident, temporarily or permanently, outside of Canada (Sec. 21 (d)), or while he is in receipt of an old age pension under the Old Age Pensions Act (Sec. 21 (e)). Again the proof of

Income while Unemployed.

disqualification under these clauses rests upon the insurance officer, and even though unemployed, a worker may not receive benefit during any time for which he may receive wages or other payment of compensation substantially equivalent to the wages lost (Part III, Sec. 20, 8 (a)), or (Sec. 20, 8 (b)) while following any occupation for remuneration unless it is one that he could ordinarily have followed outside his regular working hours, and the income for which is equivalent to not more than one dollar a day.

Another proviso prevents payment of benefit for any day recognized as a holiday for his type of work when ordinarily employed, or on any day within a week during which he works for the ordinary full weeks' work for his "shift". This latter provision is to protect the Fund against possible claims when the total number of the ordinary week's working days is less than six: that is, if the man works only a five day week, he may not be considered unemployed in any day outside these five.

Duration of Benefit.

Once admitted to benefit on the basis of 40 weekly contributions within the preceding two years, the insured employee may receive benefit up to a maximum of 78 days of continuous unemployment (that is equivalent to 13 weeks of 6 working days) within the twelve months beginning with the day upon which application was made, (i.e. 78 days of benefit may be paid following upon the initial 9 days of continuous unemployment laid down as "the waiting period", but the twelve months of the "benefit year" within which this may be paid date from the first day of unemployment on which the application is made). (Part III, Sec. 23 (1) (a)).

The statutory definition of continuous unemployment enables the workman to move "back and forth" as it were from employment to unemployment benefit, (providing his periods of continuous employment in no case extend beyond 6 weeks in this time) up to a total drawing of benefit for 78 days in this twelve months of the "benefit year." (Sec. 23 (6)).

Re-qualifying when Benefit Exhausted.

However, when a contributor exhausts his 78 days of benefit, within his benefit year, before he can again qualify, he must prove not only that 40 contributions have been paid in respect to him, in the preceding two years, but also that 13 more contributions have been paid practically from the date in which he drew the last benefit for which he was eligible. (Part III, Sec. 24 (b)). This really has the effect of a "replacement" as it were, by thirteen more contributions, of the maximum of 78 days, or 13 weeks' benefits drawn out, before the applicant can again claim benefit, so that on each such application, in each new benefit year, the applicant, who in any one year exhausts his full benefit, must always have at least 40 weeks' contributions again "behind him" before applying again. When, however the measure has been in force for some time many

Privileges to Steadily Employed.

workmen will have more accrued benefits. So against this stipulation for re-qualifying for the man whose benefits have been exhausted, provision is made to "bonus", as it were, the steadily employed worker by another means. In any case where 100 contributions have been paid in respect to an employee, within a maximum period of 5 years, and he becomes unemployed, following the payment of these 100 contributions,

benefit may be paid to him on the basis of calculation of one day's additional benefit, less 1 day for every 3 days' benefit already drawn, up to a total of 250 contributions. (Section 23 (2)).

For example, if outside of an average of two week's holiday annually, such a workman had lost only 30 days in 5 years, 245 contributions (that is 50 in each year, less the 5 weeks unemployed) might have been paid in respect to him. Then if he became unemployed at the end of that time, he would be entitled to benefit for the 78 days ordinarily allowed, plus 245 days less 10 days (1 day deduction for each 3 days' benefit in that period), that is 235 days. The total possible extension in such case would thus allow practically a working year's benefit, but it may not extend beyond a full benefit year (23 (1) (2) iii).

This provision would therefore afford a substantial bonus to the man, steadily employed, were he suddenly faced with industrial adjustment of a technological or geographical nature, or prolonged unemployment.

(NOTE.—Where the contributor is under 18 years of age, every two contributions shall count as only one contribution under this subsection. Sec. 23 (2) ii).

Special Provisions for Special Classes. The measure also contemplates special provisions, applying to those normally in broken employment, namely those who habitually work for less than a full week; seasonal workers; intermittent workers, not normally employed a full week, and married women, who, since or in any prescribed period subsequent to marriage have had less than the prescribed number of contributions paid in respect to them. (Sec. 25 (1)).

Wherever anomalies may arise in respect to these classes, either as regards contributions or benefits, the Commission is given power to make regulations accordingly, after public notice of their intention to do so has been given and opportunity provided for the making of representations. (Sec. 25 (2)).

Possible Beneficiaries. Upon admission to benefit, the workman is entitled to payment of benefit not only for himself, but also (Third Schedule, Part II),

- (1) in respect to his wife, if she be living with him, or is being maintained wholly, or mainly by him, and
- (2) in respect to each dependent child, child being interpreted as a child being maintained wholly or mainly by him and
 - (a) under 14 years of age, or
 - (b) if between 14 and 16 years of age, is under full time instruction at a day school; or is prevented from receiving such instruction by reason of illness, or physical or mental infirmity,and (c) 'child' may mean and include a stepchild, foster child, or child born out of legal wedlock.
- (3) in the case of either a man or a woman, in respect to a female person, (actually residing with him or her and wholly or mainly

maintained by him or her) who has the care of the dependent children of the person entitled to benefit.

A married woman with a husband dependent upon her is entitled to benefit, under the same circumstances as the married man. But, as would be expected, benefit is not to be paid in respect to a wife, or female person, as above described, where that person is herself in receipt of benefit, or in regular wage-earning employment otherwise than as having the care of the dependent children above described, or where she is engaged in any occupation ordinarily carried on for profit.

But, increased benefit is to be paid to only one dependent adult in respect to any one insured person, and the *total benefit, including dependents' benefits*, paid to any such person *is not to exceed 80% of the wages or compensation ordinarily enjoyed by the workman*, having regard to his average earnings during employed periods in the last six months preceding his benefit claim.

Rates of Benefit. Within these classifications the benefits payable are (Third Schedule, Part I) :

I.—Workers.

1. Male workers over 21 years of age :
\$1.00 per day : \$6.00 per week (presumably a 7 day week, extending from midnight on one Sunday to midnight on the following Sunday, as outlined in Sec. 10 of the Second Schedule).
Women workers over 21 years of age :
85 cents per day : \$5.10 per week.
2. Young men workers aged 18 to 21 years :
70 cents per day : \$4.20 per week.
Young women workers aged 18 to 21 years :
60 cents per day : \$3.60 per week.
3. Boys aged 17—18 years :
45 cents per day : \$2.70 per week.
Girls aged 17—18 years :
35 cents per day : \$2.10 per week.
4. Boys aged 16—17 years :
30 cents per day : \$1.80 per week.
Girls aged 16—17 years :
25 cents per day : \$1.50 per week.

II.—DEPENDANTS.

- Adult Dependant :
45 cents per day : \$2.70 per week.
- Dependent Child :
15 cents per day : 90 cents per week.

Thus for a man, wife and three children, under 14 or 16 years as the case might be, the benefit rate would be \$6.00 plus \$2.70 plus (3 times 90 cents) \$2.70 = \$11.40 per week.

Were any older qualifying child over 16 years of age in the home, that older boy or girl would in their own right be entitled, while eligible to benefit, to benefit according to age, while unemployed.

All benefits are inalienable. (Part III, Sec. 26).

ADMINISTRATION

MISCELLANEOUS AND GENERAL

The provisions of the measure providing for the detailed machinery of administration are necessarily many and varied and scattered throughout the Bill.

Generally speaking, of course, the entire administrative system heads up in the Commission, and the Employment Service across Canada, since the covenant to obtain work and the classification of employment are the foundation stones of the whole structure.

Insurance Officers. When, however, an insured workman becomes unemployed, his application for benefit is to be made, in the first instance, to the "insurance officer" for his regional division. (These officers are to be appointed by the Commission to the number required in each area as approved by the Governor-in-Council. (Part I, Sec. 28 (1)).

All claims for benefits, or questions arising of these claims thus come for immediate examination to the insurance officer, who may himself allow the claim, if of opinion that it can be allowed. (Sec. 30 (2))

Or the officer may refer the claim within 14 days to a court of Referees or disallow the claim himself. (Sec. 30 (3)).

He may not however, on his own responsibility disallow a claim (Sec. 30 (3) (a)) on the ground that the worker is not capable of or available for work; or that he is able to obtain suitable employment; or that he is disqualified by reason of discharge for misconduct or of having left his employment without just cause; or that the claimant does not fulfil some of the additional conditions, or terms, or is subject to some of the restrictions in the measure or regulations. (Sec. 30 (3) (a)).

That is, where interpretation and judgment along lines other than the strict clauses of the measure apply, the officer does not take the responsibility of disallowance.

Any question of deductions must be similarly referred to the Court of Referees. (Sec. 30 (3) (b)).

Court of Referees. Courts of Referees are to be set up, in the respective regional divisions, also on appointment of the Governor-in-Council, the chairman being so selected, and one or more other members being chosen to represent employees and an equal number insured contributors. These members of the Courts of Referees are to be from panels which are to be constituted by the Commission for such districts and trades as they see fit.

To these Courts of Referees, the insurance officers are to refer claims, as above outlined but in addition, where a claim is disallowed by an officer the claimant may appeal, within 21 days of being advised of that decision, (or in longer periods where allowed by the Commission), to the Court of Referees.

Umpires. But over and above the Courts of Referees, the measure provides for designation of an Umpire from amongst the Judges of the Exchequer Court of Canada, and of the Superior Courts of the Provinces, (and such deputy-umpires as may be required) (Sec. 28 (3)) to whom an appeal may be made within 6 months from the decision of any Court of Referees, on the instance of

- (1) an insurance officer in any case,
- (2) an association of employed persons of which the claimant is a member (a special section defines the conditions of membership and nature of association under this section),
- (3) the claimant (a) without leave in any case where the referees are not unanimous,
(b) otherwise with leave of the chairman of the referees; with the proviso, however, that if this be refused by the Board the claimant may make special application in prescribed form, and if the chairman deems an important principle is involved or special circumstances exist, he shall grant the right to appeal.

The decision of the Umpire on any appeal shall be final.

Where a decision is reversed on new facts, the revised decision will have effect as if an original decision. (Sec. 30 (12)). A decision of the Referees is ordinarily to have effect pending an appeal to an umpire, but if the decision be reversed, benefit paid is not recoverable from the insured contributor. (Sec. 28 (13)).

Penalties.

Penalties are provided for misrepresentation in obtaining benefits, or avoiding payments; for failure of employer or employee to pay contributions; for attempts by the employer to deduct any part of his contribution from the employee's remuneration; and also for the sale or improper use of unemployment books, cards or stamps. (Sec. 31).

Provisions are also made for recovery of moneys due to the Fund, through payments made under misrepresentation, and for recovery by action of the Commission, on the instance of the employee of damages by way of lost benefit from any employer who has failed to pay his own or his employee's payments. (Sec. 33).

An extensive inspection service under the Commission is provided for examination of books and records, etc., of all employers at all times in order to ascertain that the provisions of the Act are being complied with. (Sec. 34).

Reference to Supreme Court.

The Commission may decide themselves, or if preferred, refer to the Exchequer Court for interpretation and decision any one of a specified

group of questions in which a question of law or of fact or of both might be involved. (Sec. 27).

Technical and Professional Services.

While the staff of the Commission is to fall under the provisions of the Civil Service Act, the Commission may, subject to the approval of the Governor-in-Council, temporarily employ from time to time technical and professional employees for special purposes, and the responsible Minister may similarly provide the Unemployment Insurance Advisory Committee with professional, technical, secretarial and other assistance either from the Civil Service, or otherwise, on approval of the Governor-in-Council. (Part I. Sec. 8, Part III, Sec. 37 (6)).

Regulations.

The Commission (Sec. 38) may also make regulations providing for many details not otherwise or elsewhere specified in the measure of which three are especially important,

- (1) providing for the inclusion, with the consent of an employer, of his uninsurable as well as his insurable employees under the terms of the Act, where he may employ both,
- (2) providing for special conditions re insured persons in night work,
- (3) payment of contributions and benefits in remote places, through the Post Office. (Part III, Sec. 38).

All regulations made under the Act are subject to approval by the Governor-in-Council, and must be published in the Canada Gazette. They must be tabled in Parliament within two weeks, or within two weeks of the next session. (Sec. 42).

Regulations bearing on the inclusion of special classes of workers (Sec. 25) or in relation to conditions of benefit, etc., (Sec. 36 (3)) must be reported upon by the Advisory Insurance Committee before approval by the Governor-in-Council (Sec. 43).

The Commission must submit a detailed annual report to the Minister within one month after the close of each fiscal year (March 31st) unless granted extension by the Governor-in-Council. (Sec. 43).

The Minister must table this report in Parliament within 15 days, if Parliament be sitting, or within 15 days after the opening of the next session.

THE ADVISORY COMMITTEE

*The
Committee
The
"Watch Dog".*

This Committee is described as the "watch dog" of the Fund, and is instructed to submit a financial report annually to the Governor-in-Council, (at the end of February covering the preceding calendar year) and also to make a special report, whenever the condition of the Fund appears precarious or at such other times as the Committee may see fit. (Sec. 36 (2)).

If in the Committee's opinion, the Fund seems likely to be unable to discharge its liabilities the Committee's report is to offer recommendations. (Sec. 36 (2) (4)). re

- (1) The statutory conditions and provisions re receipt and rights of benefit,
- (2) disqualifications for benefit,
- (3) the meaning of "unemployment" "continuous unemployment", "benefit year" etc.,
- (4) the rates and period of benefit,
- (5) the rates of contribution,
- (6) rates and payment of benefits to dependants, and various other relevant clauses.

In other words, the Bill contemplates that the Commission, after giving opportunity for public representations, shall recommend to the Governor-in-Council, appropriate action to maintain the solvency of the Fund, if and at any time that its condition indicates its possible insolvency, and this action may extend to recommended revision of the entire structure of the conditions of admission, contributions, benefits, etc.

However, this report must go to Parliament within 4 weeks of being made, or within four weeks after the next ensuing session of Parliament. (Sec. 36 (5)).

No member of the Committee is to be eligible to be elected to or to sit in the Parliament of Canada, a further testimony of the intent of the measure to divorce the Fund from all possible political connections. (Sec. 37 (3)).

Financial Provisions.

As stated above, all payments to the credit of the Insurance Fund are to be deposited in special account in the Bank of Canada. Withdrawals are to be made only on authorization signed by two Commissioners (Sec. 35 (3)) and all investments of surplus funds may be made only in Dominion or Provincial guaranteed bonds (Sec. 35 (4)) under supervision of an Investment Committee of three members, one nominated by the Commission, one by the Minister of Finance, and the third, the Governor of the Bank of Canada. (Sec. 35 (5)).

Deposit accounts in chartered banks may be opened as found necessary. (Sec. 35 (7)).

In Force. The Act comes into force when it receives the Royal Assent but no contribution shall be payable or paid until a date to be set by the Commission, with due prior notice given in the Canada Gazette. (Sec. 48).

The repeal of the Employment Services Co-ordination Act may be effected by proclamation of the Governor-in-Council, (Sec. 46) presumably when the Employment Service set up by the Commission is ready to function.

The Minister under whom the Commission will operate is to be designated by the Governor-in-Council. (Sec. 2 (f)).

PART IV.—NATIONAL HEALTH

In this part of the Act the Commission is not primarily regarded as an administering or executive Commission but rather as a Commission of investigation and inquiry.

It is instructed to collect information and data, concerning any scheme or plan, whether in operation or proposed, and whether a state, community or group plan, in effect in Canada or elsewhere, for providing on a collective or co-operative basis, by insurance or otherwise for

- (i) medical, dental and surgical care, (including medicines, drugs, appliances) or hospitalization, or
- (ii) compensation for loss of earnings arising out of ill-health, accident or disease.

This is purely a function of collecting and compiling information generally along these lines.

The next clause of this part of the Act requires the Commission to analyze and make available such data for any province, municipality, corporation or group of persons, desiring to use the information for the purpose of providing any of these benefits.

The third clause, provides that "as far as may be found practicable", the Commission is to examine and report, on the request of any province municipality, corporation, or group of persons, on any such scheme or plan already in effect, or proposed to be put into effect and to afford technical and professional guidance in regard to the establishment, working out or reorganization of any such plan or scheme. (Sec. 40).

The Commission may further submit proposals from time to time to the Governor-in-Council, for co-operation by the Dominion in providing any of the benefits enumerated (i.e. medical, dental and surgical care, or hospitalization or compensation, etc.) for such action as the Governor-in-Council is authorized to take.

The Commission may also, subject to the approval of the Governor-in-Council, re the scope and nature of each such investigation undertake special investigations in regard to such proposals. (Sec. 41).

The activities of the Commission under this part of the Bill, are to be exercised, "so far as may be found practicable and expedient" in co-operation with any department or departments of the Government of Canada, with the Dominion Council of Health, with any province or any number of provinces collectively or with any municipality or any number of municipalities collectively, or with associations or corporations. (Sec. 39).

Presumably this part of the measure contemplates solely the carrying forward, under the Commission itself, or in co-operation with any of these bodies enumerated in section 39, of inquiries into various plans of public or group health care, and making recommendations thereon, either to the Governor-in-Council, or to the body requesting the inquiry in the first place.

The first obligation is obviously that of compilation of revelant data.

Presumably, the Governor-in-Council would recommend to Parliament any proposals laid before it by the Commission, if these involved action outside the immediate authorization of the Governor-in-Council.

A NATIONAL RELIEF PLAN——AN URGENT NEED

A statement issued by the Board of Governors on Feb. 27th, 1935.

The present relief agreements between the federal and provincial governments terminate on March the thirty-first, and the impending situation calls for immediate attention. The suggestions offered herein deal primarily with the relief problems that must be faced before that date. They make no pretence at offering a comprehensive programme of constructive treatment of the causes, and early reduction of unemployment, as presently existing. Possible suggestions along these lines are now the subject of further study.

APPROACH MUST BE COMPREHENSIVE

The effective treatment of unemployment need to-day involves the stabilization of employment, decasualization of the labour supply, adequate minimum remuneration for employment, and such practical measures as the stimulation of works programmes, controlled settlement, slum clearance, and the movement of labour to fields in which it can find employment and become self-sustaining. These measures are all an integral part of better social planning for the community, together with the introduction on a sound actuarial basis of contributory unemployment insurance in applicable industries and other like measures of an equitable nature to meet dependency from various uncontrollable but assessable causes. All of these major problems call primarily upon national leadership. All of them must be built on the realization that the situation cannot be solved by reliance upon relief as the sole line of treatment.

The preservation of human character, of morale, of initiative, of thrift, and of all those qualities which make for strong national life through individual self-dependence, also demands that national action should give a sense of security, of awareness and of confidence to the people as a whole. This can only be aroused within the victim of unemployment, within the citizen, within the low paid wage earner and the great taxpayer alike, if each can be brought to see that the welfare of one is the concern of all and that the full resources of the admittedly strongest unit of government in the Dominion—namely, the federal—are exercised to assure the efficiency of social care at the minimum of reasonable public cost.

UNEMPLOYMENT INSURANCE COMMENDED

Adoption of the principle of unemployment insurance as a matter of public policy must be recognized as a definite step towards the assurance of the social and economic security which the interests of the community and of the individual worker alike require. In addition unemployment insurance offers for the insured period one of the few effective means yet devised for special assistance to the thrifty and efficient, along different lines from those necessary in dealing with the irresponsible worker, who may otherwise benefit to equal or greater degree in times of unemployment. It affords aid, in such circumstances, on the basis of acknowledged and earned right rather than on that of need alone. It thus definitely recognizes the co-operation of the individual in the effort to establish himself insofar as factors subject to his own control make this possible.

Further, there can be no serious question but that any system of unemployment insurance must be actuarially sound, and built upon equitable contributory principles.

INSURANCE NOT RELIEF OR ASSISTANCE

The very recognition of these facts forces frank realization of still others, namely, that no such system introduced now can possibly be set up, and yield benefits to the insured, within a period of at least two years. Even to anticipate benefits, the worker must first be employed, and in a position to contribute to the insurance fund for the minimum period that must elapse before he can become even an applicant for benefits.

Admission of these facts means that no system, scientifically sound, can immediately meet the needs of those now unemployed, nor even of those now employed, but subsequently unemployed, until such system has been set up, and this minimum period of premium payments has elapsed.

RELIEF AGAIN INCREASING

Though up to early December, 1934, relief totals contrasted encouragingly with those of 1933, since about the third week of December there have been indications of a sharp upward movement continuing in volume, until at the end of January, some of the largest Canadian cities seem to be in danger of equalling their extreme peak load of February-March, 1934. It would seem a safe premise that there are not less than 500,000 to 525,000 persons now unemployed, and in receipt of relief, making with their dependants, a total of not less than 1,350,000 recipients of public relief aid quite apart from the great load of dependency from all other causes—(e.g., Old Age Pensioners, of whom 90,000 are receiving aid; Mothers' Allowances going to 14,000 mothers, and 40,000 children, etc.).

This number will be almost entirely unaffected by unemployment insurance provisions for at least the next two years, and a great part of the relief problem will be but slightly touched at all. Their employment and their assistance, until re-employed, must depend upon wise and comprehensive measures directly designed to provide work or social assistance.

LARGE NUMBER OF GAINFULLY OCCUPIED NOT COVERED

But even in spite of any marked improvement in employment itself, the Canadian situation, even were the proposed unemployment measure in full operation, would still call for supplementary measures of social aid.

The proposed measure necessarily excludes, in its present stage, the seasonal and casual employments subject to heavy lay-offs—an estimated number of 860,000 wage-workers. In addition, however, to this group and the 1,700,000 eligible for insurance, it should be recalled that Canada has roughly 1,350,000 more persons gainfully occupied—employers, merchants, workers on their own in industry, agriculture, business and the professions, not at all contemplated as insurable. Of these, 728,000 are farmers. Thus 1,700,000 of the gainfully occupied population will be eligible for insurance, and a total of 2,260,000 not covered by any such

measure. This means that social assistance for dependants in this great group must be provided indefinitely through other funds and methods than state insurance.

INSURANCE AND ASSISTANCE (RELIEF) DISTINCT IN BRITAIN

The Canadian measure is admittedly founded on the British system. The revised British plan, while covering Insurance and Assistance under one measure, provides for their administration through sharply separated systems. Insurance is now administered through the National Insurance Committee under Sir William Beveridge, utilizing the personnel of the Employment Exchanges, but Assistance is paid through the National Assistance Board, under Sir Henry Betterton, and through the new service of special relief or assistance officials covering every hamlet in Britain. The Exchanges and Post Offices are used only as centres of payment for the Assistance Fund which will have separate local Advisory Committees and Tribunals.

The central British government in relationship to the administration of social services corresponds much more closely to the provincial than to the federal unit of government in the Canadian system. It is fully realized, however, that the increasing degree to which international controls affect the social and economic life within all nations may gradually force an increasing assumption of federal responsibility in various fields upon the Dominion unit of government.

PRESENT SITUATION IN RELIEF ADMINISTRATION

The immediate relief situation in Canada must be dealt with, however, within the machinery of government immediately existing. It is therefore suggested that following recent British practice advantage may be taken of our Constitution to preserve the vital distinction between social insurance on the basis of contract, by reserving it to the federal power, and between social assistance or relief on the basis of need, by placing the heaviest responsibility for its administration on the provincial unit of government, with federal aid, however, to such extent as particular need may indicate from time to time.

It is argued, however, that when the Dominion Government makes direct contributions from the revenue of the Dominion as a whole, to any individual province for any specific purpose within that province, it should attach thereto such conditions as will safeguard its expenditure by the province or municipality thus aided from the national resources.

Further, the nation-wide nature of the causes and adequate treatment of this particular problem call for some adequate correlation in relief methods, and other aspects of amelioration or control.

LESS THAN FIVE WEEKS LEFT

The relief agreements between federal and provincial governments expire March the thirty-first, less than five weeks from now, and those in charge as well as those in receipt of relief, are faced with uncertainty as to what the situation will then be. This uncertainty carries grave possibilities when it is realized that relief plans, if sound, must always be projected reasonably in advance of actually putting them into effect.

The present situation reveals nine provincial governments, and over 4,000 municipalities, with comparatively little integration of their methods

of relief, living from day to day in the uncertainty of an emergency programme of federal-provincial-municipal relief participation. Such a condition is costly in both human and financial elements, and consequently demands intensive consideration and definite policy in the interests alike of the idle and of adequate preparation for the groundwork of a sound insurance plan.

FEDERAL ADVISORY COMMITTEE

It is suggested that without infringement of the Constitution, or duplication of provincial, municipal, or federal machinery, a small federal Advisory Committee could be created, which would be charged immediately with a rapid survey of the present relief situation, and the recommendation to the federal power, of standards and principles of administration in relief payments, which should be observed by each individual province, conditional to the payment to that province of any federal grant in aid.

This Committee could be entrusted immediately with the responsibility of survey, review, and recommendation as to agreements with each province, and periodic review at fixed periods thereafter.

FEDERAL COMMITTEE TO REVIEW PROVINCIAL PROPOSALS

Under such a plan, the Dominion power would not undertake to fix or approve rates in respect to per capita grants for this or that municipality or province nor deal with all the minutiae of relief administration and control. It would rather afford only an advisory Board or Committee to which each province would itself submit its detailed project for the adequate handling of its relief problem, setting forth its policies in respect to provision for the supervision of municipal administration, for the employment of qualified personnel, provincially and municipally, for the system of assuring minimum, but adequate food allowances, the provision of fuel, clothing and shelter, the variation of these scales and costs for areas of different type, payment through cash or in kind, policy in respect to tax payments and similar other fundamental principles in investigation, administration, and supervision of relief. The federal advisory body would be charged with the careful examination of the set-up, principles and policy of each proposed provincial service and with ascertaining to what degree these might vary in the different provinces, and yet, having regard to differing conditions within each province and between provinces, prove on the whole to be comparable and equitable. This would bring about assurance of adequacy of service and efficiency of administration without uniformity or standardization which it is submitted would be impossible within the Dominion of Canada. Such means, while recognizing differing provincial scales and systems, yet could evolve wisely administered provisions and expenditure fair to all the people of Canada, and adapted to each separate part.

AID ON BASIS OF NEED

On such a basis the advisory body could, at a reasonably early date, ascertain within reasonable degree the just cost for differing areas within each province, for meeting the essential needs of the people and also whether the numbers on relief were being efficiently controlled and were neither excessive nor unjustified. On such data, this body could then scientifically advise the federal power of the extent of its partici-

pation in the cost of relief beyond what each province and its municipalities could reasonably carry themselves and the conditions which should attach to federal aid in the granting of such payments. The degree of aid could be set up initially on an arbitrary basis for an interim period and could then be issued on an accountable advance basis every thirty days.

Meanwhile, through the statistical resources now available, a reliable calculation could be made of what might be regarded as the normal load within the different provinces and different municipalities. Then equitable participation by the Federal power could be undertaken accordingly, and with regard to all the circumstances of each case.

Where any province or any municipality within a province declined to comply with such changes in their administration or standards as in the opinion of the federal Advisory Board should be made in fairness to the relief recipient and the other units of government in Canada, the federal power would simply decline to advance federal resources or to subsidize such services, leaving the province or municipality which declined to accept a grant in aid on the conditions laid down, to meet its needs in its own way.

Such a system would shortly enable the federal power to make periodic payments on an absolutely scientific basis to the differing provinces and would gradually and effectively bring about primary assumption of responsibility for relief on the part of the provinces but along lines that, while characteristic of each, would conform to certain conditions of an equitable and comparable nature in all nine, and, by reversion, in all the municipal units.

The relationship between province and municipality under such a plan would be primarily the responsibility of the provinces and, therefore, primarily the concern of the citizens and of public opinion within each province and of the influence of that opinion the provincial and municipal authorities.



MATERNAL AND CHILD HYGIENE

MATERNAL AND INFANT MORTALITY

An innovation by the Dominion Bureau of Statistics, Vital Statistics Branch, brings us in February an interim summary for the month of January 1935, of births, marriages and deaths in 69 cities and towns in Canada,

with over 10,000 population. Naturally, since these are interim returns only, no attempt is made to strike the rates, but the preliminary statistics indicate a decrease of 1% in births, an increase of 2% in deaths, and a decrease of 4% in marriages compared with January 1934.

The last quarterly bulletin issued indicates that the comparatively satisfactory health conditions recorded in recent years appear to have continued through the early part of 1934, at least. For the first six months of the year, the birth rate showed a slight downward movement from 21.9 to 20.5. The still-birth rate showed a very slight decline from 3 to 2.9% of all live births. Deaths under one year of age showed a marked decrease in a period that includes the winter months, so marked by the inroads of respiratory diseases, the rate dropping from 76.5 to 72.1 per 1,000 live births. The maternal death rate showed a slight upward movement from 5.2 to 5.7 per 1,000 live births. The increase was found in the classification of the deaths due to albuminaria of pregnancy and eclampsia, and to ectopic gestation, and other accidents of child-birth or unspecified conditions.

The marriage rate moved up from 5.1 to 5.7 while the death rate dropped from 10.2 per 1,000 of the population to 9.7. Heart disease, cancer, pneumonia, diseases of the arteries, and tuberculosis were the highest causes of death.

Illegitimate births totalled 2,153 in the second quarter of 1934.

THE CARE OF THE CHILD

"A Guide for Perplexed Mothers"

By ALTON GOLDBLOOM, M.D., Montreal.

Published by Longmans, Green & Co. \$1.50.

In Dr. Goldbloom's book, the development, care and feeding of the baby and young child are dealt with in a pleasing and comprehensive fashion, more or less along the lines followed by other pediatricians. It differs, however, in this respect: that throughout the book, efforts are made to point out to mothers the fallacies of many time-honoured beliefs and practices, which have no foundation on fact, and the dangers frequently connected with some of these practices. There are very few illustrations, but the ones presented demonstrate important considerations, especially in methods of handling and feeding the baby.

The section on artificial feeding leaves little to be desired. A simple method of calculating plain milk, water and sugar formulae, is given, also the method and importance of giving the essential vitamins. The Reviewer is a bit disappointed, however, to see a table of feedings for babies of various weights and ages, though the doctor does add a statement that: "each baby is a separate problem, whose feeding difficulties must be solved individually," and that the tables should be taken "merely as a guide." All will agree when the Doctor says that even pasteurized milk should be boiled during the summer months, but will hardly concur with him when he says that raw certified milk is safe. The importance of the mother insisting on "biologically tested cod liver oil" only, appears to be adequately stressed.

The feeding of older children will, no doubt, prove a very useful section to mothers. The Reviewer can hardly agree with the Doctor when he states that cereal need not be cooked over 20 minutes. Although the method of preparation of beef juice is given, nevertheless it is pointed out that it is an uneconomic food, a potential source of tape worm if given raw, and troublesome to prepare properly. It is not an essential of the child's dietary, since so many other foods can take its place.

An enumeration of some of the fallacious practices and methods of treatment against which Dr. Goldbloom cautions, will include the following :

The binder is unnecessary and harmful after three weeks of age.

No baby should be permitted to nurse from the bottle after ten months; nor should any baby be put to sleep with the bottle—this should be given before placing baby in its cot. The infant should not be allowed to drink himself to sleep.

"The days of starving fevers are over". The sick child should be fed more or less according to its appetite and desire for foods. A rising afternoon temperature should not be attributed to the previous meal.

The hot foot-bath and full bath for convulsions is of questionable value, and they may, when hastily and carelessly prepared, produce severe burns. Ice to the head, and a hot water bottle to the feet (caution), is all that is necessary until the doctor arrives.

Signs usually attributed by the laity to worms, such as picking the nose, grinding the teeth, irritability and restlessness are not borne out by evidence; eating "sweets" does not cause worms.

Crying does not produce rupture. If there is a potential weakness rupture will occur, whether or not baby cries.

Acid fruits in the mother's diet do not cause colic and discomfort in the baby.

Certain dangerous practices, and various other sources of danger are pointed out :

The danger of the infant in arms being scalded by tea or coffee or hot soup while in mother's arms during mealtime.

The Doctor would keep all toddlers out of the kitchen, and away from cooking foods, and suggests a small gate in the kitchen doorway.

The danger of aspirating zinc stearate powder is indicated.

Steaming for croup and bronchitis is a dangerous practice.

Electric floor plugs in the nursery may be a potential source of danger.

The premature baby must be isolated at all times from everyone except the infants' immediate custodian.

Lead poisoning in children may result from the eating of paint off cots, toys, and woodwork.

Beware of the T.B. contact: all chronic coughers in the house should be placed under suspicion.

One is pleased to see such an excellent section devoted to fatigue in infants and children. It is hoped that parents will profit by the splendid information here outlined.

Chapters on communicable diseases, minor illness, bad habits, accidents, and travelling with children, help to round out and pretty well cover the knowledge which parents should have.

Dr. Goldbloom's book, we are sure, will be found most useful by the average mother. Its unique features in which prevention is stressed and misconceptions are pointed out, enhance its value above other books of a similar type.

L.P. MacH.

PUBLICATIONS RECEIVED (As we go to Press)

HEALTH.

Annual Report—Department of Public Health, Province of Saskatchewan—reports a remarkable development of municipal medical services, with 102 out of 302 rural municipalities either maintaining a full-time doctor, providing a bonus, or passing the necessary by-laws to appoint a doctor. The death rate was slightly lower, than the year before, but the death rate from diabetes gradually increasing. The maternal death rate was 4.6 lower than the rate for all Canada, and about the same in hospitals as in private homes. There was a slight increase in venereal disease, especially among younger people. Practically all major communicable diseases showed a lower incidence but the continued high rate from whooping cough led the Department to the free distribution of Pertussis vaccine in an effort to combat it. Trachoma was responding to supervised medical treatment. Mental care was mounting, with more patients in the mental hospitals daily than in all government aided hospitals, including Sanatoria.

Annual Report of the Health Officer of the City of Ottawa,—records the lowest death rate in the City's history, nearly 7% lower than last year's. The infant mortality rate is also the lowest on record, being 15% below the 1933 rate, and 7% below the previous record year (1932). Ottawa is one of the cities concentrating in recent years on diphtheria immunization, 2,420 children having been immunized during the year, and 1,509 in process of immunization at the close of the year. Ottawa's results speak for themselves—in 1930, the year the Toxoid campaign was launched, there were 626 cases and 26 deaths from diphtheria; in 1934, only 66 cases and 1 death. Tuberculosis, with a

rate of 4.49 deaths per 10,000 population, also broke new ground, a decrease from 17.07 per 10,000 in 1904. The capital city is indeed to be congratulated on the health record of the past twelve months.

MATERNITY SERVICES

The Provincial Board of Health of British Columbia has issued an attractive bulletin covering the address on Maternity Services, and the discussion arising therefrom, given by Dame Janet Campbell, during her Canadian tour to a joint group representing the Greater Vancouver Health League, the Health and Welfare Education Group, the Graduate Nurses' Association, the Social Workers' Club, and the Vancouver Medical Association. It is a most practical and informative summary, of which copies may be obtained from the Provincial Board of Health, Victoria, B.C.

REVIEWS

ESSENTIALS OF PEDIATRICS FOR NURSES

By PHILIP C. JEANS, A.B., M.D., Professor of Pediatrics—State University of Iowa,
Iowa City

And WINIFRED RAND, Specialist in Parental Education, Merrell-Palmer School,
Detroit.

J. B. LIPPINCOTT COMPANY, Montreal, Que.

The book is a splendid treatise on Pediatrics, and one which can be highly recommended, not only to the nurse, but to the busy practitioner and student of medicine.

One might at first hand consider that the subject matter in many instances is too deeply dealt with, a little too technical for the average nurse; on the other hand, many eager nurses who may wish to extend their knowledge of pediatrics will find the desired information agreeably and concisely presented. It is true that the nurses' duties do not demand diagnoses on her part, but, nevertheless, a more intimate and scientific knowledge of the nature of the various problems with which she may have to cope is bound to be conducive of better and more intelligent work.

The chapter on the training and hygiene of the normal child, with some relevant sections on child guidance, are certain to be found useful. In the chapter on the nursing of the sick child, behaviour difficulties and other psychological problems are most lucidly set forth; the fundamental differences in children is pointed out and the importance of winning the child's co-operation is stressed.

Infant feeding, nutritional diseases, communicable diseases, are dealt with in a most interesting and instructive fashion.

The chapter on nursing techniques leaves nothing to be desired. Splendid cuts in many cases clearly indicate proper methods of procedure.

The section on the premature infant deals with all the important considerations, and is quite in line with modern principles. Gavage is mentioned as a possible method of feeding, but we feel that the fact that this is the method of choice is insufficiently stressed.

In dealing with the subject of rickets, the authors state that thirty drops of Cod Liver Oil per day is adequate in warding off rickets; this is

not in keeping with the generally accepted beliefs of the majority of pediatricians.

Recurrent vomiting and acidosis and alkalosis are amply dealt with. A complex condition, such as acidosis, is extremely difficult to explain in simple terms. Probably this section may prove a bit profound, but on the whole appears to be extremely well dealt with.

One feels that this book is a splendid contribution to pediatrics, and one which any nurse or physician might well add to their library.

L.P. McH.

WHAT EUGENICS IS, AND WHAT IT IS NOT.

CHARLES HERMAN, M.D., New York, Archives of Pediatrics, Sept. 1934.

The principal object of this article is to interest more physicians, especially pediatricians, in this important subject.

The author emphasizes that it is not fair to hold the eugenists responsible for the ridiculous claims of some enthusiasts and that eugenists do not believe in a Utopia but do desire to *reduce* the number of the physically, mentally and morally defective, in whom the abnormality is definitely due to hereditary factors.

He discusses various objections to sterilization, such as the infringement of personal liberty, the length of time it would take to obtain results, the possible prevention of the birth of a genius, etc., and that nothing should be done until "the geneticist has discovered how the defective genes in all of us can be identified". With reference to the latter he emphasized the results of vaccination against smallpox, though in Jenner's day bacteriology was unknown and to this day we do not know the infectious agent in smallpox. He also discusses heredity in relation to education and improved environment as well as delinquency and criminality with an interesting reference to identical and fraternal twins.

Among his numerous interesting quotations is "Heredity deals the cards, environment plays the hand" by Ellsworth Huntington.—V.M.

THE ADOLESCENT IN THE FAMILY

A study of personality development in the home environment, D. Appleton, Century Co., New York City. Price \$3.00.

This book is an interesting report of the Sub-committee on the Function of Home Activities in the Education of the Child, of the White House Conference on Child Health and Protection. The chairman of the sub-committee was E.W. Burgess, Ph. D. The White House Conference was divided into four sections, and it is under Section III—Education and Training, of which F. J. Kelly, Ph. D., was the chairman, that this particular sub-committee was appointed.

Much of the information upon which the report is based was obtained from questionnaires sent out to 13,000 public school children besides information from college students, teachers, superintendents and principals. A large proportion of the school children and the college

boys and girls were given personality and social adjustment tests, and the data secured was compared and arranged with the results of these tests.

The *raison d'être* of the study was to secure a picture of the present day family in the United States in the exercise of its primary function of providing an environment for the development of the child. The book is divided into two main parts with two appendices which explain the comparisons made and the method adopted in working out the survey.

Part I is a comparison of the life and economic conditions within the homes of White American, Negro, and Immigrant children. A definite attempt is made to show where so-called racial characteristics and traditions enter into the home environment of these three groups which influence the children in their adaptation to the social and business life of to-day. The relatively low economic and social status of the ordinary Negro home, the increase in educational opportunities afforded Negro children and the difficulties they will experience in obtaining employment compatible with this educational advance outlines the possibilities of conflict in the immediate future for these young people.

In the Immigrant Group where some of the difficulties encountered are more generally appreciated, four racial groups were studied—German, Russian Jewish, Italian and Mexican. Here too, a low economic standard of living encourages the children to leave the home and seek for employment and recreation elsewhere. Added to this is the cultural poverty of many immigrant homes, and the wedge driven in between parents and children through new and conflicting ideals, customs and language.

Part II deals with the personality of the child and its reaction to various types of home background, with emphasis on some specific factors in family life that seem to make for or mar the adequate adjustment of the child as it grows up to take its place in an adult world. Certain chapters are devoted to special problems, the status of the family and its relation to education, economic success and social adjustment; the broken home and the children from such homes; the home of the juvenile delinquent; sex education in the home, and parent-child relationships.

Two major findings of particular interest have come out of the study. The first is that the material assets of the home do not seem to be nearly as significant as its more intangible aspects, affection, mutual confidence, and sympathy. The second is rather unexpected, and needs to be verified more closely by further study. It is that the average level both for personality adjustment of the children, and for more unified family relationships is higher for the urban than for the rural home. There appears to be, in the ordinary country home as described in the information gathered here, certain disintegrating elements which are more potent than the opportunity afforded for close companionship and the cultivation of home interests. Hard physical work, the absence of labour-saving devices, and the lack of ready cash for recreation are some of the factors that work against family solidarity.

The report is worthy of careful thought and discussion, and it should stimulate a realization that some of our preconceived theories of what constitutes an ideal home may need readjustment, for it appears in some instances, at least, that the fact may not support the theories—M.T.

THE KING GEORGE V SILVER JUBILEE CANCER FUND

All Canada is responding with spontaneous affection and interest to the inspiring memorial project with which, at the initiative of His Excellency, The Governor-General, the people of the Dominion will at the same time offer their testimony of loyalty and allegiance to His Majesty The King, and serve in perpetuity the needs of their suffering fellow countrymen.

The King George V Silver Jubilee Cancer Fund will be established from donations offered between now and the sixth of May, in this dual objective. Contributions may be made directly to the Fund for acknowledgment by Her Excellency, The Countess of Bessborough. The funds received will be transferred by Her Excellency to seven Canadian trustees for administration in perpetuity. The trustees administering the Fund are :

The Chief Justice of Canada; The Prime Minister of Canada; The Leader of the Opposition; The Minister of Pensions and National Health for Canada; The Chairman of the Cancer Committee of the Canadian Medical Association; One Representative of the Medical Faculties of French-speaking Universities in Canada; The Chairman of the Health Committee of the Canadian Life Insurance Officers' Association.

There will be no administrative or similar executive expenses charged against the Fund, but the trustees will be responsible for the distribution, from time to time, of resources from the Fund, for the encouragement of effort in the field of cancer prevention, care and treatment, throughout Canada.

The appeal for participation in this testimony of thanksgiving on the occasion of the twenty-fifth anniversary of His Majesty's accession, and, at the same time, for enlistment in the campaign against the menace of cancer in the health and life of our people, is brought to the attention of social agencies throughout Canada at this time.

It has been officially suggested that modest contributions on the basis of one dollar for every household in Canada should be considered for the Fund. All contributions, it is urged, should be made not later than April the twenty-seventh, 1935, in order that those responsible for the Fund may be able to report its results at the time of the formal Jubilee celebrations on May the sixth.

CHILD CARE AND

PROTECTION



A YEAR'S EXPERIMENT IN PRIVATE HOME CARE

The Victoria (B.C.) Children's Aid Society

In the autumn of 1933, almost simultaneously with reorganization in the Family field in Victoria, the Children's Aid Society of that City embarked on a policy of placement of the children in its care in private family homes. The Shelter was turned over to the newly formed Friendly Help Welfare Association as a headquarters, clothing and sewing centre. After twelve month's demonstration the Society has issued the special report, printed herewith, because of its undoubted interest to many child caring agencies throughout Canada.

"It is now over a year since we closed the old home and placed all our children in separate, paid boarding homes. This change was made after considering carefully:

"1. The advantages or disadvantages in carrying out the objects of the society.

"2. The advantages or disadvantages to the children themselves.

"3. The question of cost.

'As regards (1), there can be no doubt that matters are greatly improved from the point of view of efficiency. We are not now just maintaining the children, but guarding and guiding them in every way which will help to make them good citizens. The object of the society is not just to satisfy a sentimental desire to help individual cases of neglect, but primarily for the benefit of the community generally, in preventing children from growing up as a menace to society. We must be very careful that we do not let our children develop a frame of mind likely to make them misuse the freedom from our control, which they arrive at at the age of eighteen, and which might very well end in their bringing up children of their own under conditions similar to those which brought about their own commitment to us. The foster-home plan affords a much better opportunity for avoiding any such bad results, and, if the work is worth doing at all, it is worth doing intelligently and in the best way possible. This is what we are now trying to do, and the change which we have made is strongly endorsed by all experienced workers in this particular field.

IMPROVEMENT IN CHILDREN

"As regards (2), the results have very much more than justified our action. In every case there has been an improvement in the child. We

note a great change in mental outlook, with increased self-respect, self-reliance, manners, etc. A new interest in school work has been strikingly demonstrated, and, generally, all the children in our care are growing up in a normal atmosphere, happy in their homes and proud of them, and sincerely attached to their foster-parents, whose interest and devotion is beyond all relation to the payment they receive. There is no longer an inferiority complex, or sense of repression and restriction, and no forced association with undesirable companions.

COSTS

"As regards (3), we have looked into the figures as carefully as possible and find that the per-capita per-day cost of the present plan is just about the same as it was under the old method. This has been the experience in other cities where a similar change has been made, and, in our own case, there is practically no difference. It must be remembered that when the institution was running a great deal of assistance was given in gifts of food, clothing and other necessities. This was not entered in the books, and, if accounted for, would make the old costs higher than the new.

LOSE SOME PRIVATE ASSISTANCE

"The new plan has a disadvantage in loss of publicity, as well as in loss of the assistance in kind just mentioned. This has entailed a falling off in voluntary subscriptions, but these are required for the preventive work only, since the cost of the wards is provided for by statute.

"Under our new organization it has been possible for us to take up preventive work seriously for the first time, and, although the expense of this does not enter into the present comparison, it is a problem causing anxiety to the directors, but at the same time, perhaps the most important branch of the society's work.

POLICY NOW PERMANENT

"Altogether the board of directors is confident that far greater value is being obtained for the money spent and it has every reason to be satisfied with the change and none at all for considering any question of returning to the institution method.

"Perhaps there has been a little misunderstanding about this, owing to the fact that the board is considering the advisability of running one small boarding-house of its own for the accommodation of some four to six children at most. The idea of this is purely as a receiving home, so that new cases may be straightened out and studied before being placed in a more permanent home. Such a receiving-home would give our superintendent opportunity for thorough investigation, for getting a complete medical examination made, for seeing to the clothing and for deciding upon the right kind of foster-parents and environment. While it has been agreed that this would be a great advantage in many ways, the question still awaits full consideration of the financial obligations involved."

A PLEA FOR THE DEAF CHILD

One of the oldest institutions of its kind in Canada is the Mackay Institute of Montreal, founded in a private house of Cote St. Antoine Road in 1869, by an Englishman named Thomas Widd, himself a deaf-mute. For 65 years, the MacKay Institute for the Deaf has "carried on" serving the Protestant deaf or mute child of the province of Quebec. In the past year, the Board of Management invited Dr. Max Goldstein of St. Louis, Mo., to visit and report on the Institute, and following his recommendations, it has been entirely reorganized. To Dr. Birkett, at present Chairman of the Board, and Miss Eva B. Hudson, the new Principal "Child and Family Welfare" is indebted for this enlightening summary of developments in this field of special education, as exemplified in the story of the MacKay School.

At the time of the founding of the MacKay Institute in 1869, the method of teaching the deaf and mute child was the sign language, which had been in general use since its first adoption by Abbe Charles Michel de l'Epee, of Paris in 1670. From 1869 to 1934, the Institute had but three principals, Mr. Widd, the founder, Miss McGann, and Miss Ida McLeod, who recently resigned after more than forty years of faithful service.

In the meantime the generally accepted method of teaching the deaf had undergone a great change, and it was with the object of keeping abreast with the times that the Board of Management invited Doctor Max Goldstein, of St. Louis, Missouri, to visit the Institution, last year as he is an outstanding authority in the subject on the North American continent. Doctor Goldstein stressed the absolute necessity of abandoning the sign language as a means of teaching the deaf child, and of adopting the most up to date method, that of oral and lip-reading instruction. In order to do this it was necessary to select a Principal fully conversant with the new method, and it was finally decided to invite Miss Eva B. Hudson, of London, to take this post. After receiving her early training in the well known Stoke-on-Trent School, Miss Hudson obtained a diploma with honours in practical teaching of the deaf, as well as special certificates for teaching swimming, life-saving and physical training. She is further qualified by having studied the teaching methods and training used in the various European centres. On Miss Hudson's recommendations, the School class-rooms have been largely reconstructed and the teaching system re-organized.

Instruction is given to the boys in carpentry, in addition to the usual educational subjects, and with the extension of teaching facilities and apprenticeship it is thought that they can also be taught engraving, rural industries, instrument making and other trades. The girls also learn weaving and dress-making, and this instruction will also be extended to other trades.

Statistics provided by Dr. A. Grant Fleming, Professor of Preventive Medicine at McGill University, on the examination of 15,000 pupils in 26 public schools in Montreal indicate that 5.8% of the pupils are deaf. For these and all deaf children Miss Hudson, the Principal makes a special plea:—

"The day is longed for when everyone is enlightened about those people who have little or no hearing, for it is cruel to make the lot of deaf persons harder for them, because of neglect or denial of the best education that our modern times can provide.

No child repays so well for education as the deaf child, and this special education must be more costly than for a hearing child, and must

begin as early as possible in order that retardation of development of mind and speech may not be too great. (This training can be started at home, a publication entitled "What the Mother of a Deaf Child can do" by M. Martin, gives valuable help and can be obtained by applying to the School).

Advice should also be given to teachers of ordinary children about testing for deafness amongst their pupils. It has been known that such teachers have had deaf pupils in their large class and have failed to diagnose the real trouble, after calling them 'dull' and sometimes 'mentally defective'. It has been known also that deaf children have been punished unjustly.

There is native intelligence behind most deaf ears and it is our duty to see that the accident of deafness does as little harm as possible. If speech is not taught to our deaf children a natural instinct is being blocked, also we are allowing two brain centres to be undeveloped—the centre for speech and the centre for hearing. Teachers of the deaf must begin whatever development in their pupils, they can and that as early as possible. Directly we know that a deaf child has been born we as teachers should get into touch with the mother and guide her.

The psychological upset, too, of neglect of education is a very serious matter for a deaf child for instead of energies being directed into right channels, the child's powers drift into rebellious behaviour, so that discipline and love of orderly ways become well nigh impossible. A nervous and difficult personality will be the result, all through that life. If deaf children are treated in a natural way and have special education, the result will be that they will fit in well wherever they go afterwards provided efforts to study their vocation being well directed".

Social agencies everywhere in Eastern Canada will wish the MacKay Institute well in its new developments.

TORONTO CHILDREN'S AID "GOES TO THE MOVIES"

When the members and friends of the Toronto Children's Aid Society gathered for its annual meeting this year, they found themselves in an audience attending a moving picture show. There was no annual report filled with statistics and good deeds, but vivid pictures portrayed on the screen two reels of happy child life in the society's country boarding homes.

Other friends of the Society who could not be present were perhaps equally surprised one day to receive in the mails a "Moving Picture Report", whose cover was decorated with a strip from the film, and whose following pages offered pictorial glimpses behind the scenes of a year of child protection work, with enlarged strips from the movie reel and brief captions explaining what they were all about.

Commenting on the innovation at the Society's annual meeting this year, R. E. Mills, Director, observes:

"The purpose of the feature picture was to convey a vivid impression of the work being done by the Society. It was decided that it was impossible to convey all phases in one picture, so that a selection had to be made For these reasons, plus the fact that country life is interesting and picturesque to city people, we chose to present first an impression of our country boarding homes".

The reels were taken by Mr. Mills himself with a sixteen mm. Cine Kodak with a 1.9 lens. In presenting them, Mr. Mills provided a running commentary to supplement the titles. In future presentations to other audiences it is intended to use a simple microphone with a loud speaker at the screen to give the effect of news reel talkies and at the same time overcome the necessity for many expensive titles.

SOCIAL WORK OF YEAR

The Society is outdoing its own record in the rapidity of turn-over in its Shelter care—484 children having received care during the year with an average of only 16 in the Shelter.

Two thousand five hundred and forty-six children (2,546), involved in 1,247 different cases engaged the child protection services of the Society during the year. Of these but 346 were admitted to care, and but 163 made wards. Children placed during the year numbered 940, and the year closed with 1,457 children in the Society's care. Of these no less than 821—an entire Village of otherwise "homeless" children were in "paid care"—19 in the Shelter; 695 in boarding homes, and 107 maintained in pay care in institutions.

Six hundred and thirty-six children (636) were in free care—571 in free or wage homes under supervision, and 65 in institutions at no cost to the Society.

STAFF

The staff now numbers close to 40 members, the Director and 10 office workers in general administration; the supervisor and seven assistants in the family work department (whose services would primarily extend to the 1,247 child protection cases of the year); the supervisor, two home finders, seventeen home supervisors; one psychologist; one physician, and one clothing worker in the child placing department (making the 940 placements of the year and reviewing all applications for boarding homes in addition to continuous supervision of previous placements i.e. the supervisors of 1,457 children); and a shelter staff of matron, house staff and three nurses, (through whose care the 484 shelter care cases would pass).

COSTS

And the entire cost of this substantial "town" of children, 2,546 in all when you come to think of it, in the community, alone, amounted to \$277,325.04 for the year,—\$190,262.43 coming from maintenance orders against Toronto; \$5,565.32 against other municipalities; \$53,700.00 from the Federation for Community Service, and \$27,797.29 from other private sources,—roughly 29 cents out of every dollar spent coming from private funds against 61 cents from public funds.

CHILD PROTECTION

Of the Child Protection cases (1,247) 545 were new cases, and 171 re-opened. In the need for protection, illegitimacy involving 442 children was the outstanding contributory factor, accounting for more than half as many cases again, as the next largest causative group—children in need of protection because of the separation of parents. Moral neglect came next in the list, followed by delinquency, and drunkenness

fifth, this cause moving up visibly in the last four to five years in many reports. Illness of parents, physical neglect, marital discord, non-support, widowhood follow in sombre order in the causes of neglect about the threatened child.

Of the 163 children whom it was necessary to remove to other guardianship, 122 were made permanent and 41 temporary wards. Of the total here, no less than 73 were children born out of wedlock.

The child placing department made 18,499 visits; 72 legal adoptions were discharged from care in the year and 223 non-wards were in "adoption probation" homes.

RETURNS

Altogether 526,559 days' care was provided through the year to the otherwise endangered children, to whom the beneficent services of Canada's oldest and largest Children's Aid Society extended. It is true the budget is "over a quarter of a million dollars a year" but "figure it out"—that means roughly 52 cents a day for actual care assured to this great procession of children in need of protection. Canada would be fortunate if every half-dollar expended were as effectively disbursed, or with as fair hope of substantial betterment of human need and future fair return.—C.W.

THE HAMILTON C.A.S. "BLOSSOMS OUT"

Mr. Bert Beaumont, formerly with the Toronto Big Brother Movement, having succeeded Mr. B. W. Heise, as director of the Hamilton Children's Aid Society, has presented his first report, and has indeed set a high and excellent standard.

The preparation and format of the report, from the artistic and mechanical aspect is a story in itself.

In fact, we have not seen a more attractive published report in many a long year than this one which comes to you with your own name carefully lettered on its cover in brown ink to match its printed title. From the president's personal message on the first page, to the sheet which may be torn out at the end and mailed back to the Society with the names of interested friends, the report is artistically presented and suitably designed for its purpose to attract community interest in the work of the organization, and enlist new recruits for its membership and volunteer groups.

But its appearance is not the only feature of this report. Mr. Beaumont, managing director, has given us the following comment in answer to our enquiries:

" We made this Annual Report a community venture in an endeavour to enlist the attention of the public in our work. Practically a hundred people took part in its arrangement: First, we ran a competition among the printing students of our large technical school to secure a design for our front cover,—this also secured the interest of the teachers. The finished product is the work of one of the students of the Westdale Collegiate. Next, we enlisted the aid of several persons who are interested in art and print, to secure their advice as to set-up. Following this, we had numerous directors review the copy; other friends reviewed the proof; the art teachers and students of one of our larger schools

printed the names; members of the Junior Service League, an enrollment of over a hundred, wrote the envelopes and return address; others inserted the associate member blank and so on, so that our work received a great deal of publicity and numbers of people feel that the report is made possible by their personal efforts."

The child protection story is most effectively told. Typical sample stories of children given protection are cited; and then the statistics of this Department listed,—1,310 children given such care involving 10,477 visits, etc.

Again, the story is poignantly summarized of a homeless lad, followed by the citation of 550 children placed, and 31 legal adoptions during the year.

The Shelter work, and the Department of care for the unmarried mother and her child, with 173 cases in the year are next dealt with, followed by descriptions of two experiments, summer placements in free foster homes, and the development of parent education groups for foster mothers.

Next to illegitimacy, moral neglect followed closely by delinquency, parental separation, physical neglect, drunkenness, and medical neglect, provide the causes in the child's need of protection. Of 56 new ward actions 39 were made temporary and 17 permanent wards, and of 61 recommittals, 18 were made permanent, and 43 temporary wardships were extended.

At the end of the year, 22 children were in care in the Shelter, 204 in boarding homes, 22 in adopting homes, 26 in wage and 97 in free homes, 10 in other institutions, 7 non-wards and 38 being supervised for other societies, 426 children being under care at the end of the year.

The Hamilton Society spent \$84,443.87 during the year, of which \$65,360.88 came from provincial or municipal payments, \$9,465.70 from the Community Chest, and the balance from various other sources, largely private.

The Hamilton Society deservedly ranks in the first group of efficiently operated social services in Canada today.

NEWS NOTES

CHILD PROTECTION

Mrs. Jule S. Driscoll, for thirteen years associated as supervisor for the Neighbourhood Workers' Association of Toronto has taken over the directorship of the reorganized Children's Aid Society of York County, Ontario. Mr. Stewart Sutton, of the Protestant Children's Homes, Toronto, has been appointed field worker. Mrs. Driscoll has tackled a task, unique in its difficulties and challenge, but those who have watched her years of successful work in Toronto will congratulate the York County Board for their discrimination and wisdom.

The Nova Scotia Training School, Brookside, Truro, N.S.—Sixth Annual Report—Records 58 boys from 9 to 22 years of age, and 72 girls from 8 to 21 years of age in care during the year. The costs for 1933-4 were \$40,017.86 (capital expenditures \$9,539.38), of which \$24,321.82 was received from the municipalities (with the exception of \$884.28 for private patients and \$288.00 miscellaneous revenue) and \$15,696.04 from the provincial treasury.

Report of Provincial Psychiatrist, Nova Scotia.—Seventh Annual Report—Records 444 individuals examined during the year, of which 406 were new, and 38 re-examinations; 433 were children, or boys and girls up to 19 years of age. Thirty per cent of the cases—6 adults and 116 children were found to be mentally deficient. Of the total, 96 under 19 years and 1 adult were borderline; 88 under 19 dull normals; 73 under 19 years of average intellect, 7 children of superior intelligence, 1 of exceptional intelligence, and 14 doubtful. No less than 206 of those examined were in the care of social or reformatory agencies.

NOTES

MOTION PICTURES ENTERING CANADA

Arrangements have been made with the Department of National Revenue to obtain returns bi-monthly, of the origin of motion pictures entering Canada, for insertion in "Child and Family Welfare".

Period—December 1934: January 1935.

Country	Feet of Film	Value
United Kingdom.....	132,372	\$10,760.00
United States.....	623,847	49,936.00
France.....	166,921	13,353.00
Norway.....	325	26.00
Total.....	923,465	\$74,075.00

"LIKE FATHER LIKE SON"

An interesting story of twenty-five years ago with a present-day application comes from Mr. J. J. Kelso, who recently retired as Superintendent of Children's Aid work in Ontario.

When Mr. Kelso was in the heyday of youth he never lost an opportunity of preaching the gospel of child protection. One day a letter reached him from the vicinity of Stouffville, Ontario, telling about some desperately neglected children and he immediately arranged for a public meeting to discuss the social issues involved. This meeting, as described in the Stouffville "Pilot" of April 19, 1906, was held in Spoffard's Hall and after Mr. Kelso's address it was unanimously decided to organize a local committee to further the interest of neglected children and the following were appointed to act :

President..... J. A. Heise
 Vice-president..... Dr. Ira Freel
 Members..... Dr. W. A. Sangster, Dr. Dales,
 David Stouffer, R. P. Coulson, S. M. Warriner, W. B.
 Sanders, John L. Baker, Jacob Boadway, W. Clark, Mrs.
 Truman, Mrs. J. W. Shankel, Mrs. Samuel Hoover.

As president the brunt of the work naturally fell on Mr. Heise, and it was no uncommon occurrence for him to take into his home unwashed and uncombed youngsters where they had to be "made over" preparatory

to foster-home action. There was a little boy in the Heise home who was deeply impressed by his father's concern for neglected children. When a young man, he took the special course of social science training provided by the University, and, failing to get a position in Ontario, entered the Children's Aid Work at Buffalo. Before long he was called to the Children's Aid Society at Hamilton, and today, following in Mr. Kelso's footsteps, he is Superintendent of the Children's Aid Societies of Ontario. Surely from some higher sphere of service a father's spirit must hover in blessing over the benevolent activities of his son.

MOTHERS' ALLOWANCES—UNITED STATES

One of the most concise and valuable publications to reach the office is the tabular summary of state laws relating to *Public Aid to Children in Their Own Homes*, as in effect in the United States on January 1, 1934, and issued as Chart No. 3, by the United States Children's Bureau. Under 11 headings it analyses the legislation and regulations of the various states, in a tabular set-up that facilitates reference and throws contrasting provisions into clear outline.

MOTHERS' ALLOWANCES—CANADA

Extracts from the most recent comparable reports available indicate that the six Canadian provinces in which Mothers' Allowances systems are in effect, are expending \$5,200,000.00 to \$5,300,000.00 per annum for aid to 15,750 families, having in care approximately 40,200 children. These returns indicate :

Province	Enacted	Disbursements	Families	Children
Alberta (1933-4).....	1919	\$ 439,139.00	1,724	4,060
British Columbia (1933) ...	1920	779,639.72	1,514	3,174
Manitoba (1933-4).....	1916	438,649.00	1,092	3,313
Nova Scotia (1933).....	1930	358,155.52	1,158	3,487
Ontario (1933).....	1920	2,819,111.20	7,653	19,359
Saskatchewan.....	1917	407,993.00	2,608	6,794
(end of April, 1934)				
TOTALS.....		\$5,242,687.44	15,749	40,187

NOTE.—A New Brunswick Act was passed in 1930, but never proclaimed. No such legislation exists in Quebec or Prince Edward Island.

NOTES

CHILD CARE

Through the courtesy of the Jewish Children's Bureau, Toronto, the Council library has obtained a copy of a somewhat unusual survey, a mental hygiene survey of the Jewish Children's Home, made by Miss Mae Fleming, then with the St. George School of Child Study, Toronto, and since assistant supervisor, Children's Aid Branch, Ontario Department of Public Welfare. The plant and equipment were the subject of another survey, this study comprising the routine and leisure time activities, the administration and general observations from a mental hygiene aspect.

The report naturally deals specifically with the administration and problems of the Toronto Home, but in the discussion of a leisure time program, the listing of play materials for the pre-school group, of creative and of intellectual activity for the school-age group, and the excellent summary of leisure time activities for the latter, the report is worthy of wide distribution among institutional boards and staffs. The sections on sex training, on problems in the adolescent period, and on provisions for three types of exceptional children (the dull child, the bright child, and the child of special talent) are all of great practical value.

Concise paragraphs on the use of money, on vocational guidance on the problems of indifference to school activities, on behaviour problems, on discipline and on records summarize information for which the worker ordinarily must "dig through" reams of pamphlets and reports.

A short closing paragraph pithily condenses into a few sentences, the relative functions of foster versus institutional homes.

If Miss Fleming could be induced to make these general findings, available in pamphlet form, they would be widely useful.

CHILD PROTECTION

The twenty-second annual report of the Director of Child Welfare for Nova Scotia contains detailed reports of the work, finances and administration of the 14 Children's Aid Societies in that well organized province, as well as the children's aid work done by the Director's office. It speaks well for preventive work in the province that only 159 children were made wards in the year. At the end of the year there were 569 children in temporary homes or shelters of whom 13 were maintained by the province only, 7 by the municipalities only, 14 from other sources, 569 by the Province and municipalities jointly, and 35 in part by both. Since the inception of Societies in Nova Scotia, 2,437 children have been committed to their care, of whom 60 have died; 622 are in free foster homes, 100 in wage homes, 335 in boarding homes, 297 in temporary homes and shelters, 350 with parents or guardians, 347 attained majority, 53 adopted, 187 self-supporting, and the others adjusted in various other ways.

The Report also summarizes the work of Nova Scotia's six Juvenile Courts, and the four reformatory institutions (two for boys and two for girls), in which an average population of 275 were cared for daily in 1934, at an average annual cost of \$334.71, payable 79% from public funds.

Eleven child caring institutions are also included in summary, in whose care there were 504 children at the end of the year, at average annual cost of \$212.30 per child, payable 38.26% from public funds.

The two reformatory institutions for adult females had an aggregate population of only 20 in care at the end of the year. Maintenance in these cases is paid at the rate of \$100.00 per annum from the province, and \$150.00 from the municipality of legal residence.

Some of the other provinces might well follow the lines of statistical and financial analyses of the Nova Scotia report : it would make possible comparative data of the greatest value.

BUREAU OF CHILD PROTECTION, SASKATCHEWAN

The annual report records 881 children in the care of the Bureau at the end of the year, of whom 478 are in free foster homes, 104 in wage

homes, 68 boarding in private families, 30 in institutions of various types, 40 in shelters, 30 in mental hospital care, and the rest with parents or relatives. A total of 42,18 children have been made wards since the establishment of the Department. The total number of wards now in care in the Bureau or the five children's aid societies (285) of the province number 1,166.

The section on delinquency indicates that there has been no unusual increase in the Province. There are but 39 boys in the Provincial Training School and 8 girls in reformatory institutional care.

Applications for admission to institutions for the care of the mentally defective are increasing, with institutional capacity pressed to the limit.

The adoption division reports 193 legal adoptions in the year, with an aggregate of 2,090 since the enactment of this legislation.

Mothers' allowances were being paid at the end of the year to 2,608 families with 6,794 children under 16 years to the amount of \$407,993.00 annually, the average allowance being \$13.42 per family per month.

Under the unmarried parenthood legislation 118 cases were completed with \$3,941.05 collected in affiliation orders.

Fourteen blind children are being educated in Winnipeg or Montreal schools under the Bureau's supervision.

Old Age Pensions are administered under the same Bureau, pensioners numbering 9,280 drawing pensions to the amount of \$1,798,466.55 in the year, an increase from 3,343, and disbursements of \$461,950.95 in 1928-9.

Saskatchewan has been going through very difficult times, but the Commissioner's report suggests that neither courage nor determination is flagging in the protection of her child life.

SARNIA HAS LOW MATERNAL RISK.

With only one maternal death last year, and none at all in 1933, the City of Sarnia, Ontario, has achieved a record worthy of comment, according to the recent annual report of its Medical Officer of Health, Dr. J. A. Bell. The local rate for maternal deaths has been reduced from 6.19 per 1,000 live births in 1930 to 2.48 in 1934. This is less than half Canada's average.

PARENTS

"The Magazine for all who love young people". Published by Parents, Ltd., 4-8 Greville Street, London, E. C. 1, 6d monthly.

This monthly British publication offers a most generous December issue, though Christmas numbers of British magazines are noted for attractive illustrations as well as excellent articles and stories. This new magazine includes articles for mothers of babies and toddlers, for mothers of older boys and girls, for fathers, and general articles such as recipes for a Christmas dinner, a list of books for parents as well as for boys and girls, replies to questions and shopping suggestions, and has many charming illustrations.

Among the special articles are "The Importance of Possessions among Children" by I. B. Lawrence; "The Place of the Grandparents" by Havelock Ellis; and "Give your Boy a Room of His Own" by G. A. Field.

The magazine is commended as a periodical of interest to Canadian parents.—V.M.



FAMILY WELFARE AND RELATED PROBLEMS

PARENT EDUCATION IN A FAMILY CASE WORK AGENCY.

MARYN EMERSON,
Neighbourhood Workers Association, Toronto.

The Neighbourhood Workers' Association of Toronto has been experimenting recently with parent education groups for its clients, with some results which will be of interest to other family welfare organizations.

We have three such groups organized. As a case worker on the staff of the association, I am leading one of these groups in the district in which I am working. The two others are also linked with district offices but have leaders who are not case workers. My observations are based on our experience with all three groups.

I believe that such an activity has distinct values for the client, for the agency worker, and as a case work tool.

VALUE TO THE CLIENT.

Perhaps one of its greatest values lies in the fact that it gives the parents in the group the opportunity of realizing that other people have the same problems and that they are not alone in their difficulties. Sometimes in a case where there has been continual unemployment for many months and the parents are more closely confined to their homes than usual, they become very discouraged and morbid, and feel that one difficulty following in the wake of another is just more than any one family should have to stand. Finally they become convinced that they are the only family that is standing it. When they see that difficulties in the upbringing of children are a problem for most parents, they begin to feel better, not only about that, but about their own personal problems as well.

A parents' group also provides a means of getting information on some of these problems and difficulties without admitting anything, unless that is their wish. It gives each individual member a chance to express his or her own personal opinion—and often in a home where one parent "has all the say", this proves a happy outlet for the other. It gives a man and his wife an opportunity to acquire the same ideas and principles of child training and affords them a common ground of interest and a chance to work with each other more co-operatively.

Another very real value which should not be overlooked is that the parents' group meeting means "an evening out", and for some of those who have not had much to do or think about except their own troubles, a great benefit is apparent from this new and common interest. What the results have been in the actual reactions with the children is difficult to estimate, but we can be sure that the groups have started parents thinking and have given them a chance to get their own problems into a focus. They have provided a means by which fathers and mothers can evolve a simple method and plan adapted to their own capabilities and their own limitations. And lastly, but by no means least, the

parents' group has opened up other resources to them—books to read, use of the library, and sometimes new friends. This last factor has been manifest in several instances where friendships have carried on after the class closed and filled a vital need in the lives of the people.

VALUE TO THE WORKER.

From my own experience I feel that such groups can be of distinct value to the worker. They give her a chance to see her clients in a much bigger setting than that in which she usually sees them in her ordinary case work, and so she can reach a better understanding of their social ability. Moreover this contact is on an entirely different basis than the usual one and it is interesting to note that this basis is one which the clients themselves respect—never once last winter did they approach the worker on "parent education night" with their own personal problems.

I have also found that difficulties come to light during discussion at these groups that the worker would ordinarily have never discovered. By this means one gains a much clearer insight into the assets and liabilities of the family with which one is working. Many of these difficulties can be cleared up in home discussions, and a contribution to a better home life can thus be effected.

The necessary preparation for the leading of such a group also gives the worker a practical psychology that she can take with her into almost all her everyday contacts; she gains a better understanding of human nature, and so is more adequately equipped to deal with the problems encountered in her everyday work. It was very noticeable too in these groups, that when the mothers realized that the worker did understand the problems they had with their children, they would also bring to her their problems about their husbands. Fortunately, the worker was able to help out in a good many cases, perhaps because men are only little boys grown up, after all!

VALUE AS CASE WORK TOOL.

As I have already said, it is difficult to judge of the actual information gained by the parent and the actual results in the home. But we know several specific instances where the mother has said she is not whipping her children any longer. Several others have remarked that "self-enforced punishment certainly worked wonders". Among the parents themselves, the detection of adult behaviour problems arising out of childhood problems which they had not previously recognized in themselves (for example the results of fear and anger), have also proved our groups to have been a very good course in mental hygiene for them.

Better co-operation in the home has been definitely observed. A man and his wife go out together, get the same ideas, and work out a common plan. The result in one case I have in mind was most interesting: The man had read Watson's book on "Behaviourism", thought he knew everything there was to know about children, and thought his wife knew nothing about it. According to the definite plan we worked out with him, he stayed at home and looked after the children while his wife attended the groups. As a result, they had a common basis for discussion at home and the strain of the situation was greatly lessened. In another case, it was interesting to note that the parents' group was the only means the worker had found where she could enlist the co-

operation of relatives who had heretofore been unconcerned about a grave family problem. When the worker approached them about providing a means for getting the woman to the group, they were enthusiastic and did everything in their power to assist; in several later contacts during the winter they were most co-operative.

The parents' group has been a useful tool also in that it has been the means of providing a fresh recreational interest and change in the home. Punctuality, regularity, ideas for table setting and for the dainty serving of refreshments can very easily be stressed. One of the men in the district was very discouraged because his wife was lagging in her personal appearance. When she was asked to join the group she at first refused but after a new dress and shoes had been provided she consented to go. As a result of this she took much greater interest in her own personal appearance and her husband was very thrilled because "she had perked up such a lot." It can open up to the client, too, an entirely new relationship with the worker as well as providing new contacts, through the library for instance, or other groups. The insight which it gives the worker into the hobbies and interests of the people has a real value as a case working tool: Many of them showed interests in plants, animals, or music, and as far as possible the worker tried to further these interests.

During the past few years the economic situation has been very strained. People are worrying because they cannot give their children those advantages which money can buy. In offering Parent Education to them you have an opportunity in getting them to realize that if they can give their children a good home life and a real home environment it will be an asset which they can value for the whole of their lives. If we can create or awaken the awareness of those more intangible things that go to make up this home life, it will be good service.

PERSONNEL PHILOSOPHY AND PRACTICE IN FAMILY CASE WORK

Report of the Committee on Personnel, Family Welfare Association of America
October 1934.

Canadian social work owes a debt of gratitude to the committee of tried and experienced social caseworkers who, in these busy days, have made the effort to crystallize some of their thinking on questions of such importance as are here discussed. Not that these nationally known practitioners seek to offer their thinking as conclusive. As the chairman, Miss Mary S. Brisley, sets out in the introductory paragraph: "The worst criticism that could possibly be made of any group's thinking in 1934 is that it considers it to be final. But only slightly less damning is the suggestion that because of the present uncertainties it is impossible or not worth while to think at all or, while thinking, to present the results to others."

Intended primarily for the consideration of family agencies, the matters discussed are the problems of social case work agencies of all kinds and are of interest alike to board, executives and staffs. One needs to read a report of this character to realize how far social work has travelled from the time when staff members were viewed merely as the

channels through which those directing the policies of our family societies distributed material relief to the less fortunately placed in the community.

One of the fundamental suggestions made in the report and one with which no adequately trained and effective social worker will quarrel is that no agency can reasonably be expected to afford its workers security of long tenure of employment. As the report says: "A worker should find her security in the profession of social case work rather than in relation to an individual agency." In the long run the worker's happiness and security is bound up with her capacity for her work. It is only in the sense of growth and of progressive achievement that a worker can hope to find real satisfaction. Therefore, in the interests, not only of the clients the agency exists to serve, but in those of the worker herself, there should be no hesitation in discouraging inadequate people from continuing in the field of social case work.

Sections of the report deal competently with such matters as qualifications of staff members and methods of evaluating these qualifications, the philosophy underlying relationships between board, executive and staff and questions of mutual participation in formulating agency policies. That the report is intended to serve mainly as a point of departure for further exploration of these topics is indicated by the thought provoking questions with which the Committee in the final section challenges the reader,—questions of vital importance to the development of a well integrated agency.

One would like to feel that this report would be brought to the attention of every board and staff member in our social agencies and would form the basis of joint discussion between board and staff.

DOROTHY KING.

" THE CHOICE OF A HOBBY "

An Unique Descriptive List of Books offering Inspiration and Guidance to Hobby Riders and Hobby Hunters, prepared by Miss Anne Carroll Moore, Superintendent of Work with Children, New York Public Library, and published by F. E. Compton and Company, 17 pp. This interesting list of books about ships and ship models, sailing, aviation, stamps, games and sports, fishing, horses and riding, pets, wild life, camping, photography, amateur science, microscopes, radio, handicrafts, cooking, magic, music and art, etc., can be secured from the National Recreation Association, 315 Fourth Avenue, New York City, for 3 cents in American postage as long as their supply lasts.

This Association publishes a bi-weekly bulletin service of practical information for recreation workers as well as a monthly magazine called, " Recreation."

V.M.



DELINQUENCY AND RELATED SERVICES

FIVE YEARS IN DELINQUENCY STATISTICS

(*New Brunswick.*—Report of the Boys' Industrial Home, 1934).

Mr. H. M. Mandigo (appointed superintendent of the Home following the Council's report thereon to the provincial government in 1930) continues to render unusually fine service, in the hundred year old buildings, which house the New Brunswick School, and in a province, without the benefits of the Juvenile Delinquents' Act of Canada.

Mr. Mandigo has developed parole and placement extensively in the past year. The School entered 1934 with 55 boys in care, admitted 58, discharged or paroled 58, and closed the year with the same population of 55 in care.

COMMITMENTS

The report summarizes five years' work—1930-1934, and the last three years show a decided increase in commitments from 30 and 33 in 1930 and 1931 to 60, 51, and 58 in the last three years. Mr. Mandigo attributes the jump almost entirely to the disturbed economic conditions, while a "jump" in June and July of each year reflects school problems culminating towards "exam" time, with consequent upheavals and court appearances.

The need of some provision for special care for mentally retarded cases is reflected in the number of admissions to the school from auxiliary class pupils, and in the problem of continuing custodial care for this type, once admitted.

The age group analysis over the five years shows 15 years as the peak load in admissions.

SENTENCES

The Juvenile Delinquents Act is not in operation in New Brunswick, and this is reflected in the fact that over the five year period, 21.98% of the boys admitted were "sent up" on their first court appearance; 18.53% on their second; 18.96% on their third; 15.95% on their fourth. The remaining 24.58% had from 5 to 14 appearances against them, with the exception of 5.17% the number of whose appearances were unknown.

OFFENCES

Forty decimal ninety-five percentage of the boys were committed for theft, and 25.43% for the closely related offences of breaking, entering and stealing, or stealing or attempted stealing. Incurability (6.48%); vagrancy (5.18%); burglary and damage to property (each 3.88%) and truancy (3.02%) are the other factors of frequent recurrence.

Nearly 50% (49.13) of the boys were committed on indeterminate sentence, not exceeding 5 years; 26.30%, not exceeding 2 years; 1.73%

for 3 to 4 years, and 7.76% for indeterminate sentence up to 1 year. Small percentages were sentenced to determinate terms of 2 and 3 years with the indeterminate clause running to 3 and 5 years, while in cases of boys returned from parole, determinate sentences to the balance of 2 years (2.60%) and 5 years (7.35%) were given. Mr. Mandigo regrets the tendency to such widely varying terms among different magistrates as well as the preference in some courts to fixed sentences.

HOMES

The analysis of the home backgrounds of the boys reflects the same dark picture of broken home life against which so much of our delinquency and child neglect is cast,—40% came from homes broken by death, desertion or separation, and 2.59% came from charitable institutions, while the 56.49% from homes with both parents living reflected social problems in many instances.

REPEATERS

The five years record a steady increase in recidivists, partly due, Mr. Mandigo points out, to the lack of accommodation which forces boys out before the School feels that they are ready. The younger boy is proving more susceptible to retraining.

Discipline is based primarily on the withdrawal of privileges, with corporal punishment used only as a last resource. Recreation is well organized with school teams playing in other leagues in hockey and softball, and a summer camp in August each year.

Plant limitations restrict training largely to agriculture.

RELEASE

Thirty per cent of the boys in the five years have been over 16 years when discharged, which offers obvious problems in finding employment at the present. Parole on supervision in the boys' own home was used in 38 of the 58 cases in the last year, and farm placement made in 9 instances. The average term of residence in the five years has run from a little over 1 year in 1934 to 1 year 6 months in 1930, but the superintendent stresses, this has been due to the steady pressure of mounting commitments.

INTELLIGENCE QUOTIENTS OF JUVENILE DELINQUENTS

The Big Brother Movement of Toronto has given many valuable reports and studies to Canadian social work. Last year, the joint study of Mr. K. H. Rogers and Mr. O. L. Austin covered 3,584 intelligence ratings of juvenile delinquents over a period of 11 years, in an age range group from 9 years 6 months to 16 years, and in a mental age range from 8 years 7 months to 16 years 4 months. The central age tendency of the whole group was 14 years, but the average intelligence quotient below normal distribution, falling at 82.2%; superior rating was given to 1.96% of the cases.

The report points out what is too often overlooked in such studies, namely that the group is not a straight cross section but a selected group of the population for "undoubtedly there is some tendency for the

brighter children, and for those of "the more well-to-do" families to escape detection and apprehension in their delinquencies".

The study reflects a situation mentioned in the New Brunswick report, maladjustment and delinquency occurring when the large portion of the school population reach the limit of their academic ability under the usual standardized curricula of the public schools.

Retests made on recidivists within intervals of one to five years indicate a tendency to the lowering of ratings in subsequent testings; with the greater dominance in the group over 14 years of age.

The annual report of the Movement just issued records in addition to service to 2,522 boys, continuance of this contribution to data in the Canadian delinquency field. These include :

1. "A survey of Juvenile Court Cases for a Year".
2. "A Camp Behaviour Study" a comprehensive report, and one of the few studies of its kind, of which we know, covering observations of conduct and character reactions over a series of years in the excellent camps with which the Movement has been associated.
3. "A Study of Forty-five Clinic Cases".
4. "A Personality Environment Study".
5. "Trends in Out of-the-Home Treatments".
And, in preparation:
6. "A Voluntary Social Agency with Juvenile Delinquents".
7. "A Psychological Study of Children's Ambitions".
8. "A Club Behaviour Study".

Throughout the report, light and shadow play again across the background of broken homes, and homes rent by discord, giving emphasis to the general secretary's plea for a change in the whole attitude of the home for the betterment of the child. "Many children", Mr. Sharpe reports, "flout and violate the rules of government who come from homes where parents have also condemned the rules of society or failed to take time to instill these rules into the conduct of their children". The staff are taking special training in order to advise parents with difficult children.

CANADIAN PENAL CONGRESS PLANNED

Canada's first Penal Congress is to be held in the City of Montreal as an ancillary to the great National Conference of Social Work scheduled for the week June 9-15 of this year. By arrangement with the Conference, the Canadian Penal Congress is to have sessions that will be held on Thursday and Friday, June 13 and 14 respectively, though, under the rules of the Conference, afternoon sessions only, with a luncheon meeting, are possible.

Never before have workers engaged in penal and delinquent organizations met from all parts of Canada, and while the Canadian Prisoners' Welfare Association—which is promoting the congress—does not yet know what the response will be, it is hoped there will be representatives from at least half a dozen cities stretching across the Dominion.

Unfortunately there are, so far, very few agencies carrying on work of this nature. Among such are the Prisoners' Aid and Welfare Association of Montreal, Inc. (in the Federated Charities); the Halifax Prisoners' Welfare Association, N.S.; the Winnipeg Prison Welfare Association, the John Howard Society of Vancouver, also the Citizen Service Association in Toronto. There is the nucleus of a society in Quebec City, and movements favorable to formation of such agencies in London, Ont., and Regina, Sask., are afoot.

One purpose of the Canadian Penal Congress is to promote and consolidate such work in local centres; but it goes farther in this respect, that the association does not stop at welfare work, but will represent (so it is hoped) all phases of the administration of Justice. The basis for membership covers all who are engaged as wardens and governors of penal institutions, adult and juvenile; judges and lawyers, executive officials of the courts of criminal justice, professors in sociology and jurisprudence, chaplains and psychiatrists and physicians of prisons, as well as welfare workers and all who in any way are inclined to display interest in the problem of how to cope with crime and delinquency.

The success of the congress will hinge entirely on the response made from other parts of the Dominion, and the National Conference rally affords a very favorable opportunity for making this experiment in one branch of social work that, so far, unhappily, has not gripped Canada. The Minister of Justice (Hon. Hugh Guthrie) has approved the undertaking.

At the congress it is intended to try to give this movement a more permanent form by inaugurating the Canadian Penal Association, so that the Dominion may have a body of representative spokesmen on all aspects of criminology.

Information on the congress may be obtained from Mr. John Kidman, the Hon. Secretary of the Canadian Prisoners' Welfare Association, 1502 St. Catherine Street, West, Montreal, Que.



LEISURE TIME AND EDUCATIVE ACTIVITIES

BRANDON ROTARIANS SPONSOR CLUB FOR UNEMPLOYED

Many a tired wife with an unemployed husband, as well as several children, underfoot all day long, and many an "underfoot" husband, is grateful to the Unemployed Men's Club of Brandon, Manitoba, for a respite from family quarrels and "getting on each other's nerves."

The Rotary Club of Brandon, recognizing that the married man needs relief from demoralizing idleness at home, just as the single homeless man needs relief from idleness in the streets, launched this project several months ago, and Brandon's social agencies heaved a sigh of relief for this new ally in the cause of community welfare.

The Club will shortly conclude its first successful winter's programme, having provided a variety of entertainment and Club activities, not only for the men themselves, but also for their wives and their teen-age sons and daughters, according to B. J. McKittrick, Secretary of the Brandon Children's Aid Society, to whom we are indebted for this report.

An unused federal office building provided the setting, and was quickly transformed into an excellent clubhouse, when unemployed men, skilled in plumbing, decorating, repairing and cleaning, mustered their forces last November under the leadership of the Rotary Club which contributed the expenses of transportation and repairs. While viewing the project with some suspicion in the beginning, the unemployed of the city finally concluded that there seemed to be no "catch" to it, and threw themselves heartily into the scheme. An organization meeting was held, and committees were elected, each with a chairman drawn from the unemployed men, and a vice-chairman from the Rotary Club members, to handle the various activities. The "Registration Committee" lost no time in its necessary task and soon all club members were registered with a permanent card and number, had designated their occupations and interests, and admitted to any special talents which they happened to possess. The registration card is the badge of membership and admits the holder to all activities free of charge. No non-members are allowed to participate in club activities.

Describing the activities seen in progress during a recent visit to the Club, Mr. McKittrick says :

"Men were seen happily engaged in games of checkers, chess, and cards; in another room a circulating library was in operation with an adjoining reading room well supplied with magazines and papers and suitably equipped for those who wished to read or write. On all sides were noticed contentment and appreciation. These men were no longer brooding over their plight but now had a form of mental recreation which lifted them from their present difficulties, giving them inspiration and encouragement.

"One of the main features of this movement is the circulating library where almost 1000 books are available to members. All books have

been donated and are filed and given out in a systematic manner. Management of the library and guidance to readers in securing good books is in the hands of a local alumnae association assisted by wives of Rotary members. While the majority of books are fiction, there are also instructive books along the lines of agriculture, mechanics, etc."

In some features this Club has taken on aspects of a family club. The wives of the men enjoy the privileges of the library and attend the Club concerts, dances and moving picture shows sponsored by the Rotary Club. The teen-age boys and girls of these families also participate in special entertainments designed to appeal to them. Club member talent, sometimes blushing revealed, has been mustered for concerts, orchestras, and dances. Only political discussions and profanity are banned from Club activities, and any men violating this rule are promptly ejected by the members. Very little difficulty has been experienced, however, and the Club spirit has been excellent.

Mr. McKitrick says :

"Regarded from the point of view of the home, the effect is without doubt most beneficial. Several men in voicing their appreciation of this service have readily acknowledged that conditions had almost reached a climax in their homes, making it practically impossible for both parents to carry on together. Ties have now been strengthened between parent and parent, between parents and children, and between neighbours sharing a mutual burden. Another outstanding feature of the work is the resultant break down of the barrier between different classes the Rotarians have set aflame the torch of goodwill and comradeship which, if only done in a world wide programme, would eliminate much of the unrest of the present day.

"One of the unemployed who wrote to the newspaper in appreciation of his first visit to the Club rooms expresses himself in conclusion in this manner :

'I left the building more than ever impressed by the conviction that the 'Milk of human kindness' is still to the forefront, and that there exists in this chaotic old world an unmistakeable desire on the part of those who have not felt the pinch of depression to help, without pauperizing, their less fortunate brethren, who, by stress of circumstances, are forced to swell the ranks of that unfortunate class, The Unemployed.'"

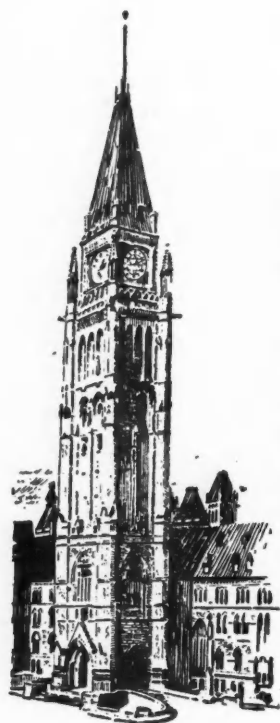
In sponsoring this movement the Brandon Rotary Club has followed the lead of the Regina Rotarians who organized a similar club in that city last winter.

PUBLIC WELFARE SERVICES

BRITAIN AGAINST RELIEF WORKS

A memorandum by the British Government, published on January 7, 1934 in a League of Nations document entitled "National Public Works," shows that the total capital expenditure of the United Kingdom since 1919 on subsidized housing has been well over £700,000,000.

About £130,000,000 have been spent in the same period on road schemes and about £120,000,000 on telephone development. Over the same period schemes of a wide range of types at an estimated cost of £190,000,000 and numbering 17,640 were assisted by grants from a special committee, the Unemployment Grants Committee. Smaller sums have been spent by statutory companies with State aid on the development of their undertakings and by public authorities on land settlement, land drainage, assistance for colonial development, fishery harbours, rural water supply, and other works.



The memorandum states that examination of a number of individual schemes showed that an expenditure of £1,000,000 provided about one year's employment for 4,000 men, including not merely those engaged upon the actual work, but also those occupied in the provision and transport of necessary materials.

Experience in recent years in Britain (the memorandum states) has shown that the stimulation of special works, selected primarily in respect of their employment-providing capacity, has an effect on the employment position which is small relative to the heavy expenditure incurred, and the works, when completed, leave burdens on national and local finances which impede the recovery of normal activity. The experiment of large-scale public works as a method of dealing with unemployment has been tried and has failed, and it is not intended to repeat it.

The Times Weekly, Jan. 10, 1935.

NOTES OF INTEREST

PUBLIC WELFARE

Too late for notice in our January issue came word that Miss Freda Held, for years the well known supervisor of the Neighbourhood Workers' Association, Toronto, had "gone public" and taken supervision of relief for several of the York County townships, under the Ontario Department of Public Welfare, Unemployment Relief Division. Miss Held, long regarded as one of the best family case workers in the Dominion, carries with her the best wishes of a host of social workers and of the lay public in her new and heavy responsibilities.

On February 1st, Mrs. G. Cameron Parker, to whom this Council has entrusted so much of its field work in past years, also joined the "public" parade, taking up similar duties to Miss Held's in Etobicoke Township in "the Yorks" for the Ontario Department. Those, whom Mrs. Parkers' splendid work in different parts of Canada has made her friends will join Toronto and Ontario in warm hopes for continuance of the success that has hitherto marked all her social work.

WOMEN'S TRAINING AND EMPLOYMENT IN BRITAIN

(Information on the British system provided through the courtesy of Miss MARY B. BURNHAM, Supervisor, Women's Branch, Department of Immigration, and Colonization, Canada).

In spite of the fact that large numbers of unemployed women appear on the records and relief lists of every Canadian city, there is an undoubted dearth of experienced "cooks-general" and competent women house workers in most urban centres in Canada, with a fairly consistent demand for "house help" from the towns and many rural districts. On the other hand, many of the unemployed women on relief are entirely inexperienced or quite inadequately equipped to fill the vacancies thus offering.

The Employment and Social Insurance Act (Canada 1935) definitely provides for the training of unemployed persons with a view to their re-establishment in other forms of work, where there are no openings in their ordinary vocation.

Since 1921 the Central Committee on Women's Training and Employment, operating under the British Ministry of Labour, has provided special training in domestic work through a series of five training hostels, in England, and one in Scotland, in which a short intensive course has been offered in domestic subjects, sufficient to qualify those trained for a first post. In this time over 50,000 women have been trained by these hostels, and during 1929 to 1930, Canada took 506 for placement in this country. Their record has, on the whole, been most satisfactory, but since 1930, due to conditions in Canada, recruiting of migration in Britain ceased. It would therefore appear a sound course to encourage the special training of Canadian girls, at present unemployed, along lines comparable to the British plan.

BRITISH SCHEMES

The Central British Committee carries on three different schemes :

1. *Home Training for Women and Girls in Domestic Work.*

On assurance that there are a number of women and girls in any district who wish to be trained, the Committee establishes a "Centre" there, and applications for admission are then made through the Women's Sub-Committee of the local Employment Exchange. In most cases a private house is acquired and furnished, and the Centre placed under a superintendent and qualified staff of teachers. In some Centres girls of 15 years of age are admitted.

The trainees attend daily for a period of 13 weeks, and receive a practical instruction in cookery, laundry-work, house-wifery, simple personal hygiene, care of young children, and simple business manage-

ment in the home. They are also taught simple needlework, including the making of their own outfit for their new work. The items in the courses of instruction are varied and practical, different systems and methods of cooking, and considerable simple household economy being taught.

Both residential and day centres are operated, the average cost per person trained being about £9. The residential cost is higher, £14 a girl. While in training, the girls and women receive a maintenance allowance varying from 9s to 18s, from which they contribute a weekly sum of 2s to 3s to cover the cost of material for their outfit. A mid-day meal at cost price is provided in day Centres. There is no charge for tuition, board or lodging in the residential Centres, and a weekly allowance of 2s 6d is allowed for "pocket money". Where girls of 15 are admitted they receive no maintenance allowance but are provided with dinners, a free outfit, and 1s a week "pocket money".

In addition, trainees are provided with a travelling warrant from their homes to the Centre, and a reasonable outfit of uniforms and under-clothing for their first job.

About 280 women are thus trained in these residential Centres at anyone time, the total so trained running from 1,650 to 3,500 each year. A report from the Society for the Oversea Settlement of British Women states :

"Experience shows that a girl who leaves one of these centres, even after a course of only two months, can cook a simple dinner, can do all the routine work of a house methodically, wait at table, wash and iron and has in fact the makings of a first-class domestic servant. The rest is a matter of experience. This has been proved by the fact that no difficulty has been found in placing the girls at the end of the training in good posts, where they have opportunities of further advancement. The Centres are very happy places—busy and cheerful and the girls delight, not only in the jolly companionship of about 40 of their fellows, but also in the work itself. Because it is taught efficiently and scientifically they realise that the care of a home is a far more interesting and absorbing occupation than they have ever suspected and they are usually anxious to make the most of their time. Short as the course is, plenty of time is found for recreation. In the afternoons and on the weekly half-holidays the girls are free to go out and to occupy themselves as they please and in the evenings there are games and dancing before bed-time.

At the end of the course every girl is helped to find a suitable post, either in the neighbourhood of the Centre, or in some other district. Those who remain near the Centre are encouraged to keep in touch with it. They are always welcome there on their free days, and there are old girls clubs where on many afternoons there are lively reunions of former students. The Superintendent too keeps a watchful eye on the after careers of her charges and can often help them over their early difficulties or find them fresh places, if they fall out of a post. When it is remembered how lonely is often the life of the servant, who has no friends or relations with whom to spend the outings of which so much is made, the value of this will be obvious. To have not only a friend and adviser at the Centre in case of need, but friends of her own age within reach may mean all the difference between settling happily into a new career and being completely overcome by homesickness. For some years there

has been a large influx of girls from depressed areas who come to seek work as domestic workers in London, and the difficulties that may be encountered by such girls in the great city are not difficult to imagine. A special Centre is therefore operated primarily for those girls from all parts of the country who especially wish to take work in London and the neighbourhood.

2. *Equipment of Experienced Workers.*

A second scheme operated by the Central Committee authorizes the provision of Domestic outfits to women and girls, already trained, to enable them to take up positions in resident domestic work.

3. *Special Individual Training.*

Yet a third plan authorizes a limited number of grants for training in certain selected occupations for individual women for whom this training is not suitable. This scheme also co-operates closely with the Employment Exchanges, and under it, training may be offered in short-hand and typewriting; clerical and machine operating; cookery and institutional house-keeping; midwifery and nursery management.

SYSTEMS OF UNEMPLOYMENT INSURANCE EXISTING IN CERTAIN COUNTRIES

Memorandum of Information and Select List of References, published by the Department of Labour, Canada, January 1935. (47 pp. mimeographed).

As unemployment insurance is being discussed to-day by the "rank and file" in Canada as well as by leaders in politics and economics, we welcome the publication by the Dominion Department of Labour of information regarding the systems adopted in other countries.

Insurance against unemployment was first provided by trade unions for their members, especially skilled craftsmen, who, however, represent a small percentage of the workers of any country. In Canada only \$198,490.00 was paid in such out of work benefits in 1933.

Unemployment insurance schemes in force through legislation include those (*voluntary*) in which the Government contributes to trade union unemployment funds without direct contributions from employers, and those (*compulsory*) in which contributions are made by employers, workers and the state. The Wisconsin law, providing for compulsory unemployment reserves to be built up by employers for their own employees but administered by the state, came into effect in 1934.

This memorandum includes a table showing some of the main points of the compulsory systems in Australia (Queensland), Austria, Bulgaria, Germany, Great Britain, Irish Free State, Italy, Poland, Switzerland and the U.S.A. (Wisconsin).

Twenty-five pages are devoted to describing the British scheme from the first Act in 1911 to the 1934 Act, under which assistance is provided for those whom the Insurance scheme excludes or cannot carry. The German and American schemes are also described.

A selected list of references on unemployment insurance is appended which includes books and government reports as well as articles in bank, legal and labour reviews, employers' memoranda, church bulletins, addresses at social work conferences, etc.

VERA MARTIN.

THE NATIONAL FEDERATION OF KINDERGARTEN,
NURSERY SCHOOL AND KINDERGARTEN-PRIMARY
TEACHERS,

of

CANADA

Courtesy Miss EDNA C. M. AULT, Toronto.

On January 31st, following several months of negotiation, the Board of Governors of the Canadian Council on Child and Family Welfare admitted to affiliation, the first national body to which this close relationship to the Council has been extended, as provided for in the Letters Patent incorporating it. The admission to affiliation was significant also, by reason of the fact that the Kindergarten teachers themselves sought this arrangement. The "Kindergarteners" were already associated in their professional federations as teachers, but they sought another and different affiliation in order to be brought in closer contact with the trends in the work of the community social agencies serving the child's home. With commendable breadth of interest in the tuition of the children in their care, those who first approached this Council on the matter pointed out that the Kindergarten Nursery-School and Kindergarten-primary teachers, by virtue of their work, ordinarily received the child upon his first emergence from the shelter and more restricted area of the home into his first group community contact in the school. They were therefore, anxious to be well-informed on the problems which might overshadow the child in the home, and upon the methods and services of approved social practice in meeting them, to the end that their co-operation both with the home and the social agency and their service to the child should be as intelligent and co-operative as possible.

1930-34.

The teachers went about their problem in a thorough-going manner. Miss Noreen Dorrien of Toronto had been sent as a delegate to the conference of the International Kindergarten Union in Memphis, in 1930 and, upon her return, reporting to the Kindergarten Section of the Ontario Educational Association in 1931, she urged the wisdom of a strong national federation of Canadian Kindergarteners as a necessary preliminary step to really effective participation in international activities. Miss Emma Duff was then president of the Kindergarten Section of the O.E.A., and she met this suggestion with enthusiasm, taking the Chairmanship of a Committee of inquiry into the types of childhood education being carried on throughout Canada. This report was presented at the Easter meeting of the O.E.A. 1932, when a Standing Committee on National Federation was appointed with Miss Dorrien as Chairman and Miss Edna Ault as secretary. On the recommendation of Miss Duff, in fying her report, the Committee approached the director of the Canadian Council, requesting her to come to Toronto to discuss the possibility of the proposed Federation becoming one division of the Council.

Meanwhile a further survey was made of all university departments, normal schools, educational departments and teachers interested in child education, the result being presented in chart form at the Easter Convention 1933, at which time the director of the Council gave

friendly assurance of consideration of affiliation with the Council. The Kindergarten section of the O.E.A., at this time made a grant to carry on the National Federation plans, and empowered the Standing Committee to carry on its work, endorsed by signatures of loyalty to the national plan, from various centres covered in the national survey. This grant was continued by the Easter Convention 1934, and the Committee proceeded to draw up a national constitution.

During the summer considerable work was carried on in discussion and adoption of the constitution, and arrangements were made by the National Committee to form the Federation. These culminated in a gala banquet held at the Royal York Hotel in Toronto, on Saturday, October 13th, 1934, when over 200 women representing the three federating teachers' groups, and outstanding national and local workers in child welfare met to present the constitution formally to the director of the Council for transmission to the Board of Governors.

It was essentially a "Kindergarten night", Miss Dorrien as Chairman of the Standing Committee receiving the guests, assisted by Miss Louise N. Currie, Miss Mary E. MacIntyre, Miss Mary Adair and other officers. The Crystal Ball Room was gay with colour, and bright with the happy faces of the Bedford Park Kindergarten orchestra, child players in dramatic sketches, and other child members of an entertaining programme. Congratulations were presented from various educational associations, and individuals who could not be present, from the Ontario Department of Education, the Toronto Board of Education, the National Council of Women, the National Federation of Home and School Associations, and the Imperial Order Daughters of the Empire.

Unfortunately, the director of the Council was absent through illness, but Miss Muriel Tucker, Family Welfare secretary represented her.

Small emissaries of five years of age, twin brother and sister from the Howard Park Kindergarten solemnly presented a beautifully illuminated copy of the constitution to Miss Tucker with the request for affiliation with the Council, Miss Dorrien making the formal request for its transmission and adding,—

"I know all interested in this Federation can vision a future in which the hands of the little children are linked together across the broad spaces of our Canada through childhood education."

CHARTER COMMITTEE

The October meeting of the Board of Governors approved the affiliation, the formal terms being adopted in January, providing under certain conditions for a joint membership in the Federation and the Council for all individual and association members of the former, and for an honorary delegate from the Federation to the Board of Governors of the Council. One of the conditions of affiliation is that the Federation will be granted the privilege of certain pages in "Child and Family Welfare" each issue, (subject of course to editorial arrangement) for the interchange of items of interest to its members, and for the discussion it is hoped of matters of common interest to them, and social workers in the home.

The first panel of interim officers forming the Standing Committee of the Federation includes :

Chairman.....Noreen Dorrien, Toronto.
 Secretary.....Edna Ault, Toronto.
 Assistant Secretary.....Mary Gibson, Toronto.
 Treasurer.....Gladys Dickson, Toronto.
 Misses:—Esther Hume, Goderich; Alma Harvey, Hamilton;
 Gertrude Bapty, Clara Brenton, London; Ethelwyn
 Rankin, Stratford; Mary Adair, Hazel Baggs, Lillian
 Clarke, Louise Currie, Emma Duff, Elizabeth Harrison,
 Evelyn Murray, Effie Robinson, Birdie Russell, Irene
 Thompson, Ella Warner and Margaret Williams, Toronto.

* * * *

Members of the Council will welcome the first affiliated body, under our new Letters Patent and look forward to a mutually advantageous association.

NOTES AND REVIEWS

MENTAL HYGIENE FOR ALL

Mental Hygiene in the Community. By CLARA BASSETT.
 MacMillan Co., Publishers, 1934. 386 pages. Price \$3.50.

Clara Bassett has written a compelling book to show the need of widespread or universal application of the principles of mental hygiene to life. This application is necessary because "Man, after centuries of hypnotized concentration on the forces and materials of the external objective world about him, has been finally able to mold them to his bidding only to find that as a result of his dense ignorance of himself and his motives and of his failure in controlling human impulses of greed, brutality, selfishness, fear and lust, his world is on the verge of crashing down about his ears with the extreme likelihood that he will be annihilated in the subsequent chaos." Julian Huxley, in a recent lecture in Ottawa, stressed the point that research in material sciences had so far outstripped research, and consequent progress in human sciences such as psychology and mental hygiene, economics, and international relations, that man stood in imperative need of adjusting this balance in scientific advance.

Miss Bassett terms mental hygiene a "mosaic of aspects" of biology, medicine, psychiatry, psychoanalysis, psychology, sociology, anthropology, education, social case work, eugenics, eugenics, etc.

The absolute inseparableness of physical and mental health is stressed again and again as a basic mental hygiene concept. "The physical, mental, emotional and social life of the individual are but aspects of one indivisible reactive whole."

In her book Miss Bassett has dealt quite fully with the great contribution mental hygiene can make to all professions. She proves this most conclusively with respect to medicine, nursing, social service, law, education, theology, industry, recreation and, of course, parenthood and child care.

To any organization planning a survey of mental hygiene services in their community with a view to establishing them on a more effective basis, this book should be extremely helpful. At the end of each

chapter Miss Bassett has added a complete and comprehensive questionnaire to be used for this purpose.

The book is written with almost complete avoidance of bewildering technical terms. It is written, moreover, in an interesting and, at times, diverting manner.

LORRAINE SHORTT.

CHILD GUIDANCE FOR PARENTS AND TEACHERS

By G. E. REAMAN, M.A., B. PAED., P.H.D

Published by Longmans, Green & Co. 75c.

This booklet contains a series of twenty radio talks on "Child Guidance", which cover in a lucid and interesting manner the major problems of the pre-school, school and adolescent period. In the short space of 91 pages the author deals with a variety of subjects—the particular subjects—which are so frequently baffling to parents and teachers. Dr. Reaman as he states in the preface, does not subscribe to any one school of psychology, but recognizes the good features in all of them. He favours self-expression in the child but points out that exercising of inhibitions is equally important: the parent may be enamoured of the child who is brought up to express himself and who may not be expected to obey, but other people may not like the child as well as the parents and, after all, the child has to associate with his fellow beings.

Every child is different from every other child, hence no set rules can be laid down for child guidance. A knowledge of the various types of children and their reactions to environment is essential if parents are to adjust their children. Parents and teachers must get understanding, for lack of understanding destroys a child's confidence.

Music should not be placed in the category of fads and frills. All children should study music, but not necessarily the piano. The child's emotional nature must be catered to and music is the language of emotion.

The author is not opposed to corporal punishment. It should, however, be used sparingly and with judgement; there must be no sense of revenge and the child must be convinced of the justice of it. Parents should not nag and threaten. They should "save their thunder" and use it on occasions when it will get effect. Above all, parents should be fair and understanding: if their attitude is right and they have the confidence of their children the method does not matter. Parents should always consider the child's motive for his misconduct for, from the child's viewpoint, the misdemeanor may not be so serious as it at first appears.

Parents should not be too "child-conscious": they should trust nature a little more and not fuss too much over their children—over solicitude brings about as unfortunate results as does lack of attention. The proper attitude of the parent to the child is most essential: a parent should be neither a slave nor a tyrant. Parents should feel that they are the custodians of a personality which for a number of years is to be entirely dependent on them; but almost from the very beginning the child should be taught self-reliance.

Vocational guidance as a principle has been accepted for a long time but as a practice it is still very vague; it is not as simple a matter as some people would imagine. Dr. Reaman prefers to think of vocational guidance in terms of educational guidance or, better still, guidance for life in all its aspects, not just for earning a living.

If a child shows any initiative and independent thinking by all means encourage it, because the child is going out into a world of unsolved problems.

Adolescence is the storm and stress period. Living over again in retrospective imagination our own adolescent lives would seem to be the most effective preparation for understanding adolescence.

"Delinquency" is a bad name: it is frequently an outlet for practical joking which is an inherent trait in so many youngsters but for which the law makes no provision.

The idealism of youth is the topic of the last chapter in this excellent booklet. Ten wholesome desires and ideals of normal children are outlined in this section. Parents and teachers are counselled to co-operate with and to try to understand the child in his pursuance of his ideals. We cannot recall having previously encountered such a common sense, practical and concise treatise on this subject and feel sure that it will be found of great assistance to all those interested in the rearing and education of children.

L. P. MACH.

THE FILM IN NATIONAL LIFE

Being the report of an enquiry conducted by the Commission on Educational and Cultural Films into the service which the cinematograph may render to education and social progress. George Allen and Unwin, Ltd., London, 1/- net, 204 pages.

Canadians, who realise how powerful a force for good or for evil the "movies" can be, will be interested in this valuable report of this British Commission, set up at a Conference of government departments, universities, learned societies, the great teaching organization, trade unions, associations for promoting social welfare, and local education authorities, together with official representatives of the Film Group of the Federation of British Industries.

It strongly recommends setting up a National Film Institute in Great Britain, financed partly by public funds and incorporated under Royal Charter. It gives the results of earlier research and other information not readily accessible.

Four chapters describe conditions in Great Britain and other countries, censorship and constructive control, the complexity of the cinema industry and the need for cooperation with the trade. Other chapters discuss various uses of the film in the education of children and adults, the entertainment of public audiences, documentary record and scientific enquiry, as well as in linking up the Dominions, and giving special service to backward races.—V.M.

(Continued from inside front cover)

- No. 55. The Non-Academic Child
- No. 56. Protection Against Diphtheria.
- No. 57. You Wanted to Know Something About the Canadian Council on Child and Family Welfare. (Published in French also). (English out of print).
- No. 57A. The Canadian Council on Child and Family Welfare. (Revised edition (1934) of No. 57).
- No. 58. Social Service Exchange.
- *No. 59. Relief and the Standard Budget.
- No. 60. Helping People in Need. Record Form and Instructions, (designed for use in the present unemployment situation).
- No. 61. Boys in Trouble.
- No. 62. "In Times Like These" (Suggestions for the organization of community welfare and relief services).

Supplement A—The Actual Provision of Relief.

Supplement B—The Organization of Special Services for Problems of a Particular Type.

Supplement C—The Organization of Relief Work Programmes.

- No. 63. The Visiting Housekeeper.
- No. 64. The Central Bureau in the Canadian Welfare Programme.
- No. 65. The Day Nursery in the Programme of Child Care.
- No. 66. Sample Food Budgets and reprints of the Section on Menus and Budgets.
- No. 67. Fair Time for the Nurse.
- No. 68. Posture, Body mechanics.
- No. 69. Ophthalmia Neonatorum. (Babies' Sore Eyes).
- No. 70. The Bewildered Community To-day—Canada, 1934.

Reprints

- (1) Some Considerations re Health Insurance.
- (2) Some Considerations re Unemployment Insurance.
- (3) Administration of Clothing Relief.
- (4) Activities of the Department of Public Welfare, Toronto.
- (5) Child Protection in England and Wales.
- (6) The Essentials of a Relief Programme for Canada.

L.T.A. Pub'n No. 1-12. Recreation Bulletins dealing with various phases of recreation are available on request.

L. T. A. Pub'n. No. 13. Community Gardens.

Charts—(Wall Size)—

- Nos. 1, 7, 10, 14. Infant Mortality Rates in Sixty Canadian cities (Statistics 1924, 1925, 1926, 1928).
- Nos. 9, 12, 16. Is your District Safe for Babies? (Rural Infant Mortality Rates, 1925, 1926, 1928).
- Nos. 17A-C. Does Your City Lose Its Babies? Statistical Report of Infant Mortality in Cities of Canada. (Five Year comparison, 1925-30). 1, 2, 3.
- Nos. 2, 8, 11, 15. Why Our Babies Die. (Statistics, 1925, 1926, 1927, 1928).
- *No. 4. Illiteracy Breeds Illiteracy, 1921 Census.
- No. 5. Child Placing is Child Saving.
- No. 8. The Vicious Treadmill (Illiteracy in Cities—1921 Census).
- *No. 18. A Blot on the Map of Canada. (English and French).

Posters (at cost)—No. 1. "The Gay Adventurers." No. 6. "Baby's Stomach is Very Small."

No. 2. "The Protection of the Child." No. 8. "Have You a Clean Bill of Health."

No. 3. "Every Canadian's Heritage." No. 5. "The Porridge Party."

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Pre-Natal Letters—(In English and French). A series of nine letters giving pre-natal help and advice (Free).

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Record Forms—(1) Child's History. (2) Family History. For the use of children's agencies, institutions, etc. (At cost). (3) Physical Record Forms for Institutions. (At cost).

Annually—Proceedings and Papers of the Annual Meeting and Conference.

Official Organ—"Child and Family Welfare," issued bi-monthly

Canadian Council on Child and Family Welfare

Founded in Ottawa, in 1926, as the result of a National Conference of Child Welfare Workers,
convened by the Child Welfare Division, Federal Department of Health,
COUNCIL HOUSE, 221 CHURCH ST., OTTAWA, CANADA.

OBJECT.

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

METHODS.

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

MEMBERSHIP.

The membership shall be of two groups, organization and individual.

(1) Organisation membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.

(2) Individual membership shall be open to any individual interested in or engaged in welfare work, upon payment of the fee, whether that individual is a work, under any government in Canada or not.

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